

SIXTH  
**YEARBOOK**  
OF THE  
**CITY  
MANAGERS'  
ASSOCIATION**

HARRISON G. OTIS  
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SIXTH YEARBOOK  
*of the*  
**City Managers' Association**

PUBLISHED IN MAY 1920

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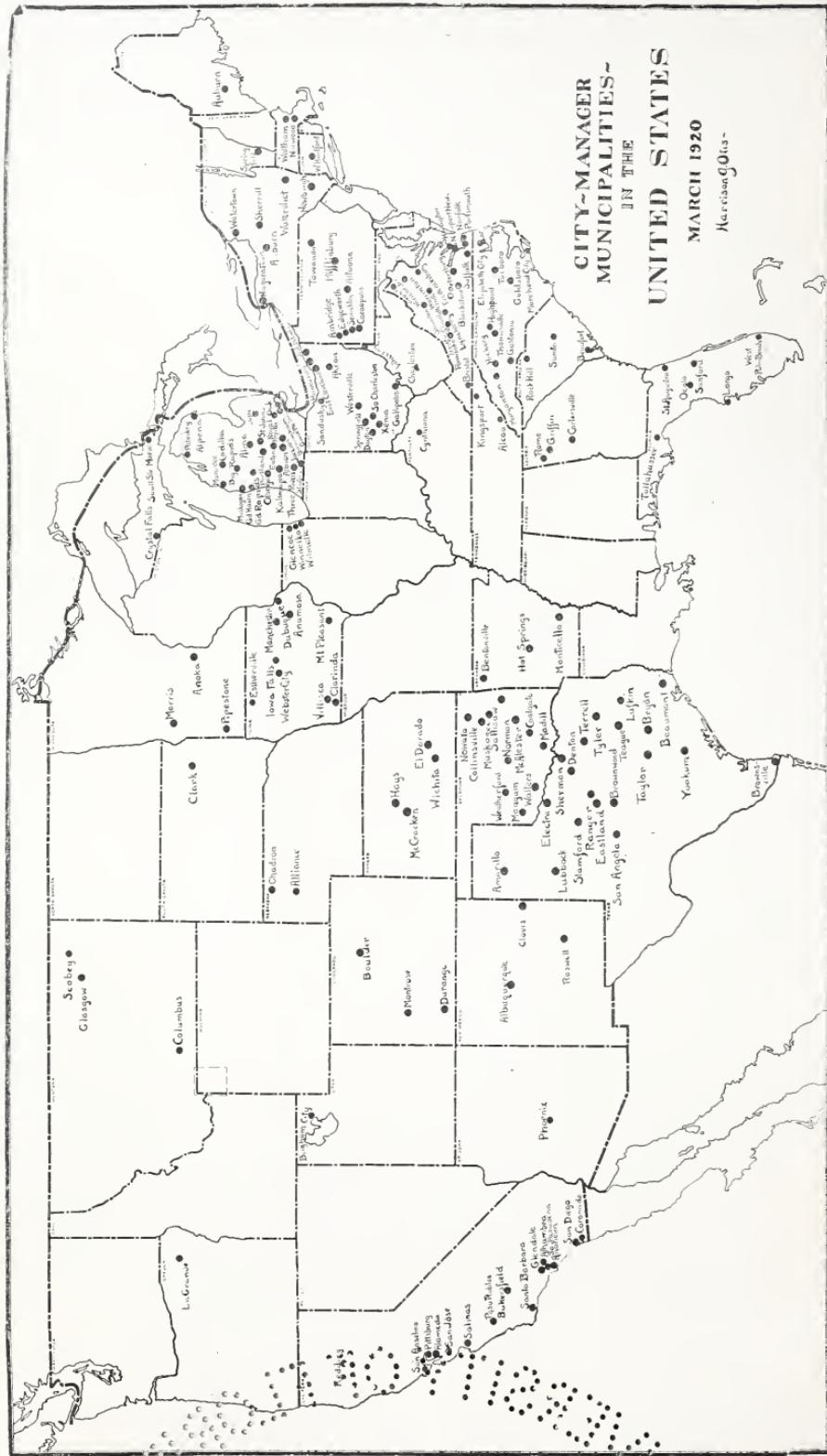
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MARCH 1920

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SIXTH ANNUAL MEETING, INDIANAPOLIS, OCTOBER, 1919

Top Row—C. C. Schultz, Wilmette, Ill.; S. S. Fife, Charlottesville, Va.; W. W. DeBarard, W. F. Sargent, Chicago; Geo. Johnston, Cadillac, Mich.; G. A. Abbott, Sanford, Fla.; Kenyon Riddle, Xenia, O.

Third Row—R. E. Tracy, Indianapolis; D. F. Dunkle, W. Palm Beach, Fla.; J. S. Miller, Winnetka, Ill.; R. H. Hunter, Ambridge, Pa.; F. H. Locke, Grand Rapids; W. E. Reynolds, Alma, Mich.; J. G. Strutz, Chicago; J. C. Manning, Hays, Kans.; M. Lowman, Birmingham, Mich.; W. E. Baumgardner, Alpena, Mich.

Second Row—Mr. Anderson, Evanston, Ill.; H. N. Kennedy, Grosses Pté, Shrs., Mich.; J. E. Barlow, Dayton; Mayor Penfield, Glencoe, Ill.; R. W. Riggsby, Bristol, Va.; R. W. Parlin, N. Y.; C. M. Osborn, E. Cleveland, O.

Front Row—W. M. Rich, Goldsboro, N. C.; H. L. Woolhiser, Winnetka, Ill.; H. H. Sherer, Glencoe, Ill.; C. A. Bingham, Watertown, N. Y.; A. R. Harton, G. C. Cummin, N. Y.; G. M. Otis, N. Y.

Others Present: Col. H. M. Waite, N. Y.; W. M. Cotton, Ambridge, Pa.; W. R. Ponder, Knoxville, Tenn.; O. E. Carr, Dubuque, Ia.; P. H. Beauvais, Manistee, Mich.; M. P. Neighbor, Altoona, Pa., and many guests.

## THE COMMISSION-MANAGER PLAN IN BRIEF

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**Definition.** The commission-manager plan of city government presumes a single elective representative governing board, usually called the council or the commission, which employs the chief administrative officer, or city manager, and holds him responsible for enforcing the law and conducting the city's business affairs in accord with the board's policies.

**Analysis.** The commission, or council, varies in size with the population of the city. The members give but part time to city affairs and receive little or no pay. They form the policy determining body, and employ the manager.

The mayor, under the new plan, is simply the president of the commission and serves as official or ceremonial head of the city, but has no veto, nor executive powers.

The city manager is appointed on the basis of merit, for an indefinite term, by the commission, which may remove him at any time. He serves as the chief administrative officer, appointing and directing his subordinates. He acts as an advisor, too, with the privilege of proposing measures, but with no vote. He needs not be a local resident, thus permitting one city to benefit by the experiences of another and encouraging a profession warranting specialized training.

**Analogy.** The city manager idea is like the usual organization plan of a business corporation. We have applied the same principles to our school system and public utilities.

**Contrasts.** Commission-manager government differs from the usual mayor and council type by vesting authority and responsibility in a single body. It provides a trained, professional, controlled executive instead of an untrained, amateur, independent executive.

It differs from the commission form by concentrating administrative duties in a single appointive office instead of distributing them among members of the commission.

**Conclusion.** The commission-manager plan thus becomes our most democratic form of city government by creating a governing board on which any representative citizen may serve with credit and without technical qualifications or personal sacrifice,—a board sensitive to the will of the people since they invest it with sole power and hold it responsible for results.

It is our most efficient form of government, because it permits the people's representatives to employ the best trained talent in the country for the management of the ever-increasing business affairs of the city and the working out of problems of public health, welfare and happiness.

# PROGRESS OF MANAGER PLAN IN ONE HUNDRED EIGHTY FIVE CITIES

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More than three million one hundred thousand American citizens are living today in towns and cities that have adopted the city-manager plan of government. Until six years ago there were but a dozen small towns in the whole country that had ventured into the limelight by authorizing their councils to appoint the chief administrative officer instead of trusting the ballot box to produce executive efficiency.

Today there are one hundred eighty municipalities in the United States operating under, or pledged to, some type of the manager plan. Of these, one hundred fourteen have created the position of manager by charter, charter amendment or adoption of optional state laws by popular referendum. Nine more have secured modified manager plans by similar means while the remaining fifty-seven have officers called managers whose positions and duties are established by local ordinance only. Fifty of these latter are towns of less than 10,000 population.

Incidentally, it is worth noting that twenty-six other towns have tried and discontinued the ordinance-created manager plan. To date, no report is at hand of any city having reverted to its former plan of government after having adopted the manager idea by vote of its citizens. Five Canadian towns employ managers.

The record of the growth of the manager plan by years and types follows:

Year In Effect	Approved Charter	Modified Charter	Ordinance Only	Total
1908			1	1
1912			2	2
1913	5		4	9
1914	12	3	5	20
1915	12	3	6	21
1916	14	1	5	20
1917	12	1	3	16
1918	20	1	11	32
1919	20		10	30
1920 (4 mo.)	19		10	29
Totals	114	9	57	180

Plan	Over 50,000	20,000- 50,000	10,000- 20,000	5,000- 10,000	Under 5,000	Ttoal
Charter	13	22	24	34	21	114
Mod. Charter	0	1	3	1	4	9
Ordinance	2	0	5	22	28	57
Totals	—	—	—	—	—	180

### Achievement Reports

For the past three years the City Managers' Association has made an effort to secure definite, concise reports as to how the manager plan is working out in the various cities.—what achievements to its credit,—in what way it has permitted improved conditions,—how the average citizen looks upon the innovation. These stories have been gleaned from letters from managers, mayors, chamber of commerce secretaries and business men, from annual city reports, from the press and from interviews.

The fourth yearbook of the association contained sixty-five of these "achievement reports." Last year the stories of eighty-five towns and cities were published. This year an attempt has been made to secure data from every city on the list. The results are here presented. Heretofore the cities have been classified according to population. As the movement grows it is deemed advisable to adopt a sectional grouping. The chapter headings are:

- Dixie,—Birthplace of the City-Manager Idea
- City Managers in and around Ohio
- Michigan Manager Municipalities
- Texas and Oklahoma Turn to Manager Plan
- Pacific Coast Cities under Manager Government
- Borough, Town and City Managers "Down East"
- Reports from Managers in the Prairie States
- Progress of Manager Movement in Rocky Mountain Region

### DIXIE, BIRTHPLACE OF THE CITY MANAGER IDEA

The South has been given first place in discussing the progress of the city-manager movement for several reasons: To Dixie belongs the distinction of appointing the first city manager, of putting into effect the first three commission-manager charters, of having both the largest and smallest cities now operating under this plan. It boasts the state which is credited with having the largest percentage of its population pledged to the

plan. Among Dixie managers are the first man to enter the new profession and the one who holds the record of longest continued service in a single city. It was a southern city of 20,000 which adopted its commission-manager charter by a record ratio of 54 to 1, and a neighboring town of 11,000 claims the limelight by having had 522 applicants for the position of city manager.

## VIRGINIA

Virginia leads the South. It inaugurated the manager idea by the appointment of Charles E. Ashburner as general manager of Staunton in January, 1908. Mr. Ashburner is now manager at Norfolk, a city whose population is close to 200,000, making it a rival of Akron for first place in size of manager municipalities.

At this time, Virginia has seventeen towns and cities pledged to the manager plan. Of these nine have created the position of manager by adoption of the optional law of 1914 or by special charter. The other eight have passed ordinances creating the office of manager. One fifth of its entire population live in city-manager municipalities. The cities of Petersburg, Newport News, Lynchburg and Hampton have voted for the new plan and managers will be appointed during this year.

### Progress Supercedes Politics at Norfolk

**Norfolk**, population 200,000. Commission-manager charter effective September 1918. Charles E. Ashburner, manager; salary \$12,000.

Few cities have faced more serious problems of readjustment than has Norfolk. The population has more than doubled and all branches of municipal activities have been taxed to the utmost, yet the record to the credit of the new plan is an enviable one. Among the high spots are: A deficit reduction of \$200,000; \$1,500,000 added public improvements; best paid fire and police department in the United States, fire department on two-platoon system; juvenile court established; fourteen playgrounds provided, and teachers' salaries increased. Surveys have been completed for a \$3,000,000 addition to the water works system.

The paving of forty three streets has been authorized and many of the contracts completed. Through co-operation between the city planning commission and the citizens, a street extension project which would ordinarily have cost the city \$250,000 has been completed at an expense of \$20,000. By plans now under way the city will acquire approximately 50 acres of land fronting on deep water valued at \$750,000, the

cost of this improvement will not exceed \$250,000 leaving a net gain of \$500,000 and requiring only the construction of a pier to make the whole property available for shipping purposes.

Vying with the material gains noted have been the advances in public welfare and recreation fields. All branches of the welfare department have been unified, a city hospital established, visiting nurses employed, free medical and dental clinics opened and a striking reduction in infant mortality brought about. With the increased playground facilities, the attendance has quadrupled and the benefits enjoyed by grownups as well as children. A municipal tennis tournament proved most successful.

A Norfolk editorial sums up the situation: "Having outgrown her old unsteady form of government, Norfolk discarded it and evolved a better one. . . . At last it seems that in one American city at least the playing of politics in municipal government has been abandoned."

Mr. Ashburner first entered the field as general manager, at Staunton, Va., January, 1908, resigning in 1911. Three years later he was appointed manager at Springfield, Ohio, serving until September, 1918 when he was promoted to Norfolk. He is a civil engineer by training and is now 50 years old. As Mr. Ashburner has advanced in the profession, his salary has been increased from \$2,500 to \$12,000.

### Portsmouth's Mayor Endorses Plan

**Portsmouth**, population 80,000. Commission-manager charter effective January 1917. The second manager, W. B. Bates, was appointed under a three year contract August 1917. His present salary is \$5,000.

J. T. Hanvey, who has held the office of mayor since the new plan has been in operation, sums up the benefits realized as follows:

"Under the present form we have been able to get prompt results on many important questions before the city council, some of which have advanced the city towards a better future, as follows: motor-fire apparatus; improvement in public school system and buildings; use of chain gang on dirt streets and outlying territory; purchase of a new cemetery; extending the city's boundary lines and taking in additional thickly populated valuable property; the purchase and improvement of municipal water supply at approximate cost of \$5,000,000; improvement of municipally owned ferry equipment and service."

Mr. Bates is 39 years old, a graduate engineer, and served for some time as city engineer of Roanoke before becoming a city manager.

(Previous report, Fifth Yearbook, page 22)

### Old System Inadequate

**Roanoke**, population 47,350. Commission-manager charter effective September 1918. William P. Hunter, manager; salary \$4,800.

A letter from the secretary of the Roanoke Chamber of Commerce contains the following significant paragraph:

"We feel that Roanoke is particularly fortunate in that this change was made in 1918, and that its affairs have, for the last year, been in the hands of five successful, earnest business men. In addition to the tremendous increase in the cost of operation which the city has had to face along with all other business enterprises, there has been the loss of revenue because of prohibition and certain taxes upon railroad rolling stock that have been diverted. In spite of all this, the city has progressed and has been kept within its financial limits."

"Considerable public work has been done, new territory has been annexed and a comprehensive business like budget for the coming year has been adopted. The council of five meets each Saturday afternoon at 3 o'clock in public session and any citizen can get a respectful hearing and an immediate answer. It is true that time honored political traditions have been violated in the change here, but it is our opinion that our people generally recognize the wisdom of their action.

"We have been careful always and wish to have it understood in this communication, that there has been no criticism intended of the men composing the old form of government in Roanoke. There has been no suspicion of misappropriation of funds or anything of that sort, the whole matter hinging purely upon **the inability of the old system to care for the needs of a community such as this.**"

Mr. Hunter is 36 years old, a civil engineer with experience in construction work.

(Previous report Fifth Yearbook, page 25)

### Program of Improvements

**Charlottesville**, population 10,688. Position of manager provided for by ordinances of August 1913 and January 1917. Shelton S. Fife, the third manager, was appointed September, 1918, salary \$2,400.

The manager plan has been hampered at Charlottesville by the lack of a proper charter, yet concentrating department control in a single office has promoted increased service. During the past year the water, gas and sewer mains have been considerably extended, a concrete mixing plant has been purchased and the city is constructing concrete pavements as rapidly as possible. Detailed plans for a comprehensive program of improvements have been worked out and a million dollar bond

issued will be submitted to the voters in April. The proposed improvements include paving, water, gas and sewer extensions, construction of a municipal memorial building and purchase of motor fire apparatus.

Mr. Fife is 30 years old, a civil engineer by training, with experience in railroad location and construction.

(Previous report Fourth Yearbook, page 112)

### Twelve Years of Success at Staunton

**Staunton**, population 10,617. Staunton originated the idea of employing a city administrator by putting into effect an ordinance creating the position of general manager, January 1908. The first manager, Charles E Ashburner, was succeeded January 1911 by S. D. Holsinger. Mr. Holsinger's salary is \$2,000.

By the merging of the offices and the making of advantageous contracts, the saving made has more than doubled the amount of salary and expenses of the manager's office. Staunton has found the manager plan so good an investment that there is a strong sentiment at present to improve it by adopting a standard commission-manager charter. Among the advance steps taken may be noted:

Modern accounting methods and budget system;

Centralized purchasing;

Improved procedure of levying and collecting assessments for sewer and paving work;

Metering of water supply;

Preparation of sewer, water and light maps;

More efficient street paving methods;

Increased sanitation and systematic garbage removal;

Complete motorization of fire department;

Increased beautification and use of public park;

Erection of modern street signs;

Systematic renumbering of buildings, and removal of wooden business signs and stationary awnings.

Work of all the departments has been coordinated and the government placed on the basis of serving all citizens alike. From local reports, it is evident that "the manager idea is permanently established and its success universally conceded."

Mr. Holsinger is 43 years old and had a general business career serving as secretary to Mr. Ashburner before succeeding him as manager.

(Previous report, Fifth Yearbook, page 36)

### Experiment by Amendment Precedes New Charter

**Bristol**, population 8,500. City-manager plan provided by charter amendment effective September 1919. R. W. Rigsby, manager, salary \$3,000.

Accomplishments under the new plan during the brief period of its operation have been hampered by meagre appropriations made by the outgoing council. Perhaps the greatest achievement of the new administration has been the drafting of a complete modern charter to replace the patched up machinery now in use. This charter will be submitted to the voters soon.

A detailed city map has been completed as a preliminary to a comprehensive city plan. This has been a big undertaking as the city departments have been practically destitute of accurate records. Plans are now in progress for complete sewer and water development. A modern accounting department has been installed and purchasing centralized. The progress being made is meeting with strong popular approval.

Mr. Rigsby is 33 years old, an engineer, with special training in municipal administration. He served as county engineer in the state of Washington for some years.

### **A Million Dollar Sewage Disposal Plant**

**Winchester**, population 6,883. Position of manager created by ordinance May 1916. Thomas J. Trier, the second manager, succeeded A. M. Field, September 1918, salary \$2,000.

A recent letter from Winchester advises that the manager form of government is very satisfactory to the public and that there has been a movement on foot to adopt a standard commission-manager charter.

During the past year the city has opened up a stone quarry, which will mean a saving of hundreds of dollars annually. A million dollar sewage disposal plant is nearing completion. The projects now being worked out include the extension of the city limits, survey for a soft water supply, installation of municipal light plant in combination with present water plant and a general extension of sewer and street work.

Mr. Trier served as assistant to his predecessor before being promoted to the managership. He is 36 years old and experienced in public utilities.

(Previous report Fifth Yearbook, page 43; Fourth Yearbook, page 117; Third Proceedings, page 79)

### **Eighth Year Best Yet**

**Fredericksburg**, population 5,882. Manager plan provided by ordinance September 1912. R. Stuart Royer, the first manager, was succeeded by L. J. Houston, Jr., October 1918; salary \$3,600.

The eighth annual report of Fredericksburg under the city manager plan, published January 1920, gives evidence that the previous record of achievements, which has received favorable comment throughout the country, is still being improved upon.

During the year 1919, the available current revenue was over \$2,000 less than the preceding year, yet the amount appropriated for schools was more than \$4,000 greater, and permanent improvements to the extent of \$33,200 were constructed from current funds, some \$20,000 over the record of the preceding year. The general operating expenses of the city were decreased \$23,700 and yet all departments have been maintained in good condition and extensive repairs made to city property.

The municipal gas plant has been materially improved and is now a revenue producing asset. A mile of new gas mains has been laid and the service correspondingly increased. The gas output for 1919 was 10 per cent greater than that of 1918 but by efficient management the consumption of coal was reduced 400 tons.

Sewer system, water system, and streets were extended and improved and a comprehensive water survey of the entire city made. The profits of the water works plant amounted to nearly \$10,000.

A general stores and shop system established last year is proving its value in many ways.

The manager's report concludes with a comprehensive summary of plans for 1920. In commenting upon this report, Mayor J. P. Rowe states: "It is continued evidence of the wisdom of the city manager plan of municipal government."

Mr. Houston is 39 years old, a civil engineer by training, and experienced in railroad construction prior to his appointment as city manager.

(Previous reports Fifth Yearbook, page 43; Fourth Yearbook, page 117)

### **Another Good Year at Farmville**

**Farmville**, population 4,000. Position of superintendent created by ordinance September 1915. Leslie Fagus, the second superintendent, was appointed September 1917, salary \$1,400.

The year 1919 has increased the popularity of the manager plan in Farmville because of the many improvements made possible. During the year the city has constructed 5,000 square yards of concrete paving and three concrete bridges besides building three-fourths of a mile of macadam roadway. Water mains have been extended 3,000 ft, sewer lines 500 ft and electric service furnished to Hampden College over a distance of eight miles.

Mr. Fagus is 55 years old, has had experience in railroad construction and served as chief of police before becoming manager.

(Fifth Yearbook, page 51; Fourth Yearbook, page 120)

### Other Virginia Cities

**Suffolk**, population 8,000. Adopted the city-manager plan by charter September 1919. Richard H. Brinkley, former city engineer at Suffolk, was appointed manager in October, salary \$3,000. He is 42 years old.

**Warrenton**, population 3,000. Has created the position of manager by ordinance and appointed L. M. Clarkson, March 1920, salary \$1,800. Mr. Clarkson is 33 years old, trained in accountancy and engineering.

**Blackstone**, population 2,000. Provided for the position of general manager by a charter amendment which became effective June 1914. R. B. Stone serves as treasurer, clerk, and general manager, salary \$1,500. He is 60 years old; formerly a farmer and general merchant.

**Newport News**, population 37,500; **Lynchburg**, population 35,000; **Petersburg**, population 25,000; **Hampton**, population 8,000 have all adopted commission-manager charters which go into effect during 1920; **Bedford**, population 4,500. Ordinance creating the position of manager passed March 1920. No appointment yet announced.

### NORTH CAROLINA

North Carolina is placed second in the list of southern states as it now has nine manager municipalities, of which seven have adopted the plan by charter. Two of these, Hickory and Morgantown, were among the first three commission-manager cities in the country. Goldsboro attracted nation-wide attention in 1917 by its methods of advertising for a city manager which yielded a total of **522 applications**. Gastonia with a population of some 12,000 cast but **3 negative votes** in the election by which the manager plan was adopted in 1919, a ratio of 54 to 1.

### Plan Very Popular

**High Point**, population 14,000. Commission-manager charter effective May 1915. R. L. Pickett, the third manager, appointed March 1919.

A letter from the mayor of High Point advises that the new plan is very popular. "Work goes on very smoothly and there are few complaints and little friction between the different departments of the city."

(Previous report, Fourth Yearbook, 109)

### Taxes Low; Efficiency High

**Goldsboro**, population 11,000. Commission-manager char-

ter effective July 1917. I. M. Cashell, the second manager, was appointed October 1918; salary \$3,300.

In spite of the increased costs of labor and materials, Goldsboro operated last year within its budget and without higher taxes. All salaries have been raised and the police service has been improved with a marked increase in law enforcement. All houses in the city have been systematically numbered, at the expense of the owner.

A new thousand gallon pumper has been added to the fire equipment thus relieving the strain of high pressure from the entire city mains. Motor equipment is being provided for the fire department. The filtration plant capacity has been increased 50 per cent by the addition of a new filter unit. Over seven miles of sewer mains are under construction and ten miles of new water lines are being laid. Practically every house in Goldsboro will then be provided with sewerage and water service. The cost of this improvement was covered by bonds which sold above par.

Over \$400,000 is being spent for paving, streets thirty feet wide, sheet asphalt on concrete base with continuous concrete curb and gutter.

Mr. Cashell has been trained in sanitation and public health, and marked advances have been made along these lines. Enforcement of compulsory vaccination law resulted in more than nine hundred vaccinations in one month. \$6,000 is being spent toward destruction of the malarial mosquitoes.

Goldsboro's tax rate is said to be the lowest in the state and there is now agitation for a reasonable increase to permit still greater improvements. The site has been purchased and plans completed for the erection of a \$250,000 memorial community building, the funds being raised by popular subscription. "Although the manager plan was adopted by a small number of votes, its popularity is now well established."

Mr. Cashell is 34 years old, and a specialist in public health prior to his appointment as manager.

(Previous report Fifth Yearbook, page 37)

### Record of Constructive Effort

**Elizabeth City**, population 8,925. City-manager charter effective April 1915. The third manager, Fred W. Simonds, was appointed June 1919 and has recently resigned. Salary limited by charter to \$2,400.

Elizabeth City has had a variety of experiences under the manager plan but the last administration has been marked by many improvements and a local paper announces: "Within the brief space of two months, City Manager F. W. Simonds has es-

tablished a record of constructive civic improvement unequalled in the entire history of Elizabeth City."

Among the accomplishments of the past year have been the increase of public safety by improvement of the fire and police department. The pay of the police has been raised 33½ per cent, the men have been required to wear regulation uniforms, have been equipped with standard fire arms and provided with better headquarters. An electric fire siren has replaced the old court house bell.

Sanitary measures have been provided by new ordinances, which are being strictly enforced. The public market consisting of twenty four stalls has been renovated and is yielding an annual income to the city of over \$9,000. Garbage disposal has been systematized and the garbage is to be converted into pork. Street repair and general maintenance is now being handled by the city instead of by contract and modern equipment has been purchased. Purchasing of supplies has been put on a competitive basis with resultant economy.

Mr. Simonds is 37 years old, a municipal engineer, with considerable experience.

(Previous report Fifth Yearbook, page 40)

### Thomasville Strikes Its Gait

Thomasville, population 5,000. City-manager charter effective May 1915. James T. Stewart Jr, the sixth manager was appointed September 1919, salary \$2,500.

Thomasville probably holds the record for the greatest number of changes in the position of city manager and until the most recent appointment little progress seems to have been made. A modern municipal accounting department is being worked out and routine office procedure has been greatly improved. Efficiency is being secured by "weeding out the 'n.g.' workers." Better wages are paid to those who remain. Purchasing has been systematized; bills are now discounted for the first time on record.

In the water department, system and economy have resulted in the showing of an operating profit for the first time since the construction of the plant. The creation of an efficient fire department is under way and the police force has been raised from the level of "village constable" to a semblance of real police protection. Perhaps the biggest achievement has been the furnishing of an adequate water supply, which was badly needed. Some \$130,000 worth of permanent streets are under construction. The president of the largest manufacturing concern in Thomasville writes that "the improvements made under the present management have been wonderful."

Mr. Stewart is 36 years old, and had twelve years experi-

ence in engineering and construction before becoming manager.

### Unanimous Approval After Seven Years

**Morganton**, population 4,240. Commission-manager charter effective May 1913. W. R. Patton, the third manager, was appointed May 1918; salary \$2,100.

After Morganton's seven years experience under the new form of government, Mr. Patton writes: "The manager plan has a firm hold at this place and has given excellent results and I feel safe to say that were a vote taken the manager plan would carry unanimously." Last year all improvements were made by the city itself instead of by contract. Among these were the following:

150,000 sq. yds. concrete street paving laid at \$2.00 per yd.  
1,500 sq. yds. sidewalk at \$1.80 per yd.

Considerable extension of the sewer system and extension of the water and light lines to reach all citizens in Morganton.

An American La France triple combination pumper chemical and hose car has been installed in the fire department.

Mr. Patton is 33 years old, a civil engineer with municipal experience.

(Previous reports Fifth Yearbook, page 48; Fourth Yearbook, page 121)

### Best Plan Yet

**Morehead City**, population 3,500. Position of city manager created by ordinance June 1916. John S. Bennett, the third manager, was appointed June 1919, salary \$2,100.

A recent letter from Morehead City in regard to the manager plan states: "It seems to be the best plan ever tried here. It gives good satisfaction and is liked by practically all the people."

All electric service has been metered and the metering of the water service will soon be completed. The city is carrying on a steady program of improvements and extension of paving, water mains and sewers.

Mr. Bennett is 25 years old and was engineering ensign in the navy for 18 months.

(Previous report, Fifth Yearbook, page 53)

### Vote for Manager Plan 162 to 3

**Gastonia**, population 12,871. Adopted "Plan D," the North Carolina manager plan by a vote of 162 to 3, on April 16, 1919, the charter becoming effective in August with W. J. Alexander

as manager, salary \$3,600. He is 56 years old and a mechanical engineer.

**Hickory**, population 5,200. Commission-manager charter effective May 1913. R. G. Henry, the fourth manager, was appointed February 1920, salary \$3,000.

Hickory's new manager faces a heavy program of improvements including the erection of a sewage disposal plant and a municipal building. He is 28 years old and experienced in the construction of public utilities.

(Previous report Fourth Yearbook, page 119; Second Proceedings, page 74)

**Tarboro**, population 4,568. Created the position of manager by ordinance April 1915. J. H. Jacocks is said to be manager, salary \$1,500.

## SOUTH CAROLINA

To the South Carolina legislature belongs the distinction of being the first to authorize a commission-manager charter. Such authorization appears in the act passed in 1912, known as the Columbia bill, and granting to certain cities the right to adopt the commission plan. This bill contains a proviso, primarily designed for use by the city of Sumter, authorizing a commission and a city manager. This provision was duly incorporated in the Sumter charter which became effective January 1913. The only two other South Carolina towns to adopt the manager plan are Rock Hill and Beaufort.

### "Absolutely Free From Politics"

**Sumter**, population 10,000. Commission-manager charter effective January 1913. W. T. Brown, the fifth manager, was appointed May 1919, salary \$4,000.

The mayor of Sumter advises that after seven years under the manager plan he finds no opposition to the present system. He writes: "It is much easier to carry on the business of the city. It is absolutely free from politics. None of the commissioners has any political axe to grind."

He continues: "The theory of this form of government is all right and if a city can procure the proper man, who should be an all round man with large brains and a first-class business man, then it is bound to succeed. As you doubtless know, this kind of man is hard to get. We have a very good man now. We have had him for about a year and he is improving all the while."

The letter concludes: "In my opinion, the difference between a city government without a manager and with a manager is the same as trying to run a big corporation without a superintendent and with a superintendent."

(Previous reports Fifth Yearbook, page 38 and Fourth Yearbook, page 113)

**Rock Hill**, population 10,000. Adopted the commission-manager plan by charter February 1915. E. R. Treverton, the second manager, was appointed December 1919, salary \$3,600.

Mr. Treverton is 35 years old and a graduate in electrical engineering.

(Previous reports from Rock Hill will be found in Fifth Yearbook, page 38; Fourth Yearbook, page 113; Third Proceedings, page 82; Second Proceedings, page 82)

**Beaufort**, population 3,700. Attempted the manager plan by ordinance in January 1915, but superseded the make shift combination by a commission-manager charter in May 1915. The fourth manager, Hal R. Pollitzer, was appointed May 1918 salary \$1,800.

Mr. Pollitzer is 37 years old, an electrical and mechanical engineer by training and served for many years as superintendent of public works and city engineer at Beaufort prior to his promotion to the managership.

(Previous report Fifth Yearbook, page 52; Fourth Yearbook page 122; Third Proceedings, page 80; Second Proceedings, page 65)

## FLORIDA

Florida has to its credit six city manager cities. Of these St. Augustine, the oldest city in the United States, was the first to adopt a commission-manager charter, a unique feature of which is the provision that interference with any branch of the administration by a member of the commission is made cause for his summary removal.

Largo, population 500, claims the distinction of being the smallest city in the country having a city manager. The charter calls for a commission of three, and the position of manager was created by ordinance June 1913.

### No More Disturbances by Politicians

**St. Augustine**, population 6,192. Commission-manager charter effective July 1915. Eugene Masters, the second manager was appointed April 1918, salary \$3,600.

Under the new plan, the city has lived within its budget at a tax rate of 9 mills, the property being assessed at full value. The inherited indebtedness of \$37,000 has been paid off and the city is now free from all debt with the exception of \$65,000 water works bonds and has a sinking fund amounting to over \$16,000 to its credit since the manager plan was adopted.

The assessment of city property on a full valuation basis

in 1916 increased the rolls from \$2,500,000 to \$10,000,000. At first, there were "plenty of kicks," but all objection has now vanished.

St. Augustine's modern accounting system has been widely copied throughout the country. Fire and police efficiency have been greatly increased and the city rendered practically free of crime even in the height of the tourist season. During the past year the shortage and high cost of labor lead to a pronounced increase in equipment, which included a scariifier, road engine, road oiler, motor trucks and storage tanks for oil. Two miles of asphalt macadam have been rebuilt by the city at a cost of from 50 to 65 cents per square yard.

The city has established a tourists' club with headquarters for both men and women and gives weekly street dances, which attract large crowds of visitors. In cooperation with the hotel association and board of trade, the city has established bowling greens, quoit pitching, and table games in the parks, and provided band concerts for afternoons and evenings during the season. A letter from St. Augustine states: "There have been no more disturbances by the local politicians such as predominated during the first year of the city-manager control and there seems to be a universal satisfaction at the manner in which the affairs of the city are conducted."

Mr. Master is 51 years old and has held various public offices including that of mayor and tax assessor.

(Previous report Fourth Yearbook, page 115; Third Proceedings, page 79; Second Proceedings, page 88)

### Good Two Months' Record

**Sanford**, population 6,000. Commission-manager charter effective January 1920. Gerard A. Abbott, manager; salary \$3,600.

During the first two months under the new plan a very definite start has been made, as will be noted by the following summary:

An effective system of handling complaints established;  
Confidence men, wire tappers, and gamblers driven out;  
Back yards, alleys, and court ways cleaned of filth and rubbish;

Vacant lots and parks placed in best condition on record;  
Eight model ordinances drafted and enacted;

Traffic regulations established and enforced;

Motor cycle officer employed to promote public safety;

Electrically lighted "silent policemen" installed;

Signs for tourists placed at entrances to city;

Several new street signs erected.

Operating expenses of the city reduced as follows:

Cost of labor for parks, streets, and sanitation (old government) October \$1160; November \$1075; December \$1043; (new government) January \$401; February (three weeks) \$275.65.

The city manager has been authorized to appoint a health officer and direct his activities.

Mr. Abbott is one of the two city managers to have been promoted to his fourth city. He entered the field as village manager at Grosse Pointe Shores, Michigan, later serving as manager at Birmingham and Otsego, two small Michigan cities. He is 38 years old and had a general training in commercial law prior to entering the manager field.

### Useless Jobs Discontinued

**Tallahassee**, population 5,637. Commission-manager charter effective February 1920. J. W. Greer appointed manager, salary \$4,200.

Tallahassee entered the new field with three of its most successful business men as commissioners. A bond issue of \$212,000 has been voted for overhauling and rebuilding its utility plants and a comprehensive program is being developed.

At the end of the first month under the new plan, the manager writes:

"We are making rapid progress here. Have bought a complete new gas plant, complete new electric plant and simplified the accounting system. We have lopped off a lot of expensive and superfluous "dead timber" thereby saving much more than the manager's salary while raising the pay and increasing the efficiency of the other employees. Our bonds are ready to sell and the interest and sinking fund will never cost the taxpayers a cent as they will be met out of the earnings of the municipally owned utilities named."

Mr. Greer, the manager, received the appointment unsolicited, because of his record at Bryan, Texas, where he served as city manager for two and a half years. He is 52 years old, a mechanical and electrical engineer, with broad experience in public utilities.

### Success Limited at Ocala

**Ocala**, population 5,610. Manager plan provided for by charter amendment February 1918. R. M. Martin, the third manager, was appointed October 1918; salary \$2,400.

Reports from Ocala indicate that the new plan has not met with the greatest of success. The manager writes that his work is connected with the water and light plant and that he does not consider himself a city manager although the com-

mission has given him that title. The first two managers served but very short terms and there is a general feeling that the plan has not been given a fair trial.

Mr. Martin is 38 years old and his training and experience have been in electrical and mechanical engineering.

### Big Success in Small Town

**Largo**, population 500. Position of city manager created by ordinance June 1913. W. H. Turner, the third manager, was appointed March 1918, salary \$1,200.

Largo is the smallest town to operate under the manager plan. Its methods and equipment are up to date in every way. The manager writes that **in over two years he has not heard a single complaint as to the manager form of government**. Things run so smoothly in fact that his commission, which is made up of business men, does not bother to meet more than two or three times a year, though they are constantly in touch with what is going on and can be called together at any time necessary. The manager is practically the whole city force and he is kept busy superintending the water works system, handling the finances, and enforcing the law. The business streets are well paved and sewer system modern.

Mr. Turner is 54 years old and has had no special training or experience in municipal work prior to his appointment as manager.

(Previous report Fourth Yearbook, page 125)

**West Palm Beach**, population 10,000. Commission charter effective December 1919. Joseph Firth, a municipal engineer, manager; salary \$5,000.

## GEORGIA

Georgia's three manager cities have adopted the plan by charter or by charter amendment.

### Save \$4 Per Capita, First Year

**Griffin**, population 10,300. City manager charter effective December 1918, with E. P. Bridges as manager; salary \$2,550.

During the first year under the new plan the actual saving is placed at \$43,395. Every department has improved materially over its conditions under the former government.

More sewer and street paving work was done during 1919 than **in any five previous years**. The street improvements amounted to \$180,000.

After eight months under the new plan, the manager wrote: "I have not heard a single criticism of the manager plan." In

a recent letter he adds: "The present plan is becoming more popular every day."

Mr. Bridges is 46 years old and served six years as clerk and treasurer at Griffin before becoming manager.

### **People "O. K." Plan and Commission**

**Cartersville**, population 5,810. Manager plan provided by charter amendment August 1917. Abram Cook, the first manager, was appointed January 1918; salary \$2,400.

Evidence that the manager plan is successful and popular is found in the fact that the mayor and the two commissions have been **twice elected without a contest of any kind, and without a dissenting vote**. This is the first time in the history of the town that such an event has taken place. **Every bond issue has been carried by a practically unanimous vote**. The city government "sits in on every occasion where there is a consultation regarding business achievements, industrial developments, civic and public matters of any kind."

For more than two years, the board of aldermen has unanimously ratified every act of the city manager.

Fire risks have been greatly reduced by passage of model ordinances recommended by the Underwriters Association; health protected by insuring pure water, money saved by constructing public improvements thru city labor instead of by contract.

In concluding a recent report, the manager refers any one unhesitatingly to any man or woman in Cartersville.

**Rome**, population 14,000. Commission-manager charter effective April, 1919, with Samuel S. King as manager; salary \$3,000. Mr. King is 28 years old and served as city engineer at Rome prior to becoming manager.

## **TENNESSEE**

Tennessee has but two cities under the manager plan. The first Kingsport, the second Alcoa. These are both new industrial towns in the mountain region of eastern Tennessee and were incorporated under commission-manager charters.

### **Manager Plan as Inducement to Industries**

**Kingsport**, population 10,000. Commission-manager charter effective March, 1917. Herbert L. Kidd, the third manager was appointed April 1, 1920; salary \$4,200. He followed F. L. Cloud and W. P. Pouder.

In 1917 Kingsport consisted of two plants, one store, a dozen homes, lots of mud, no sanitation nor provision for public

safety. Today Kingsport has more than 10,000 people and is a thoroughly charming city with all modern conveniences including six miles of concrete paving. This rapid growth has placed a heavy burden upon the city administration but there is nowhere evidence of the make-shift construction observed in the proverbial boom town.

During the past year the city has laid 56,686 sq. yds. of concrete pavement at an average cost of \$1.50 per sq. yd. This paving was constructed under standard specifications and the low price is due to the fact that the city did its own work, crushing its own rock in its own quarry and secured its cement from a large local mill. Labor cost  $32\frac{1}{2}$  cents per hour. Plans for the current year include extensive paving, erection of two large school buildings, and the construction of several miles of storm and sanitary sewer.

It is significant that Kingsport's form of government is used as a definite appeal to home seekers and new business enterprises with successful results. It is reported that 100 per cent. of the people approve of the way their government is being conducted.

Mr. Kidd had served for some time as city engineer of Knoxville, Tennessee.

(Previous reports Fifth Yearbook, page 40; Fourth Yearbook, page 114)

### Industrial Town Adopts Business Charter

**Alcoa**, population 3,500. Incorporated under commission-manager charter, effective July 1919. V. J. Hultquist, construction superintendent of the Aluminum Company of America, which built the town and for whom it is named, serves as manager; for which he receives \$2,000.

During the first four months under the new plan Alcoa passed forty ordinances and entered upon a program of improvements which was financed by a bond issue of \$225,000. Some three miles of concrete paving have been constructed and storm sewers added to the up-to-date sanitary sewer system. All parts of the city are supplied with excellent drinking water. Alcoa is an industrial city with its government conducted on the plan of a successful industry.

### CITY MANAGERS IN AND AROUND OHIO

Ohio is the center of the section second in importance to municipal progress as it was largely due to Dayton and Springfield, Ohio, that the commission-manager plan of government has been generally popularized. Akron, Ohio, and Norfolk, Virginia, are the two largest cities under the new plan, and it

is left for the census man to decide which has first place. West Virginia and Kentucky, with their three manager cities, are grouped with Ohio for convenience.

## OHIO

Whenever the term "city manager" is mentioned, the average person thinks at once of Dayton, which was the first large city to adopt the new idea. The development and success of the manager plan in Dayton has recently been chronicled by C. E. Rightor in a most readable book: "City Manager in Dayton." Corresponding achievements attributable to city manager government have been brought about in several other Ohio cities.

### Akron Starts With Building Code and Zone Plan

**Akron**, population 200,000. Commission-manager charter effective January 1, 1920. W. J. Laub, city administrator; salary \$10,000.

Akron's population has increased approximately 200 per cent in the last few years which means that her municipal problems have increased in almost the same ratio. Much additional territory has recently been annexed to the city and must be provided with adequate service including an extension of the street car system. A new building code, to meet and regulate present day conditions, has been drafted, and a complete zoning system which will define residential and industrial districts is being worked out. Plans for the material extension of sewer and water systems have been perfected and construction will begin shortly.

Mr. Laub is 41 years old, an attorney by profession, and served two years as mayor of Akron, being again elected mayor in November 1919, to take office January 1, 1920. Instead of so doing, he accepted the position to which he was chosen by his colleagues on the council.

### Welfare Work in Dayton

**Dayton**, population 153,830. Commission-manager charter effective January 1914. James E. Barlow, the second manager, succeeded Henry M. Waite, March 1918; salary \$7,500.

Perhaps the most noticeable gains made in Dayton this past year are those in the field of public welfare. The welfare department publishes its own annual report which is attractively illustrated and constitutes a definite contribution to municipal literature. The monthly reports are also very complete and evidence a genuine and constructive interest in the welfare of the citizens. Most cities would be content to rest upon their

laurels if they could match Dayton's record of having the lowest death rate of infants under one year of age of any city in the state, yet a recent report calls attention to the high rate of mortality of infants under 30 days of age and outlines a campaign to solve the problem.

The free employment bureau during a single month received 1,270 applications for work, 1,019 applicants for men and placed 830 applicants.

The city plowed 1,727 lots for gardens.

A social investigator has been employed and checks up applications for free hospital treatment with a noticeable falling off in the number. In one case it developed that the request for such assistance was made because of the money required to repair the applicant's automobile injured in the accident.

Mr. Barlow is 39 years old, a civil engineer with considerable municipal experience. He was director of public service in Dayton prior to his promotion to the managership.

(Previous reports Fifth Yearbook, page 18; Fourth Yearbook, page 104; Third Proceedings, page 82; Second Proceedings, page 69; First Proceedings, page 40)

### Water Rates Equalized

**Springfield**, population 70,000. Commission-manager charter effective January 1914. Ossian E. Carr succeeded Charles E. Ashburner as manager September 1918; salary \$6,000.

Springfield, in common with other Ohio cities, has been compelled to reduce expenditures to keep within the very limited income permitted by the State law. The rate for municipal operating expenses is kept down to between \$3.50-\$4.00 per thousand. The city has no choice in the matter of valuation which is left in the hands of county officers.

During the first two years under the plan, Springfield wiped out all her old floating debt handed down from the previous administration. The first year of the war caused an operating deficit of \$31,000, which 1918 increased to about \$89,000. Last year this was kept down to \$31,000, which is considered a real achievement, since the receipts from liquor tax were reduced three-fifths and salaries and wages materially increased.

Considerable paving was done during 1919 and a saving of some \$2 per square yard made by using redressed Medina blocks instead of purchasing new granite blocks. Some five miles of sewer and three miles of sidewalk were constructed. Three thousand feet of 30 inch sewer, on which no bids could be secured, is being completed by force account.

A \$70,000 extension to Springfield's water supply system was begun in September and when completed will furnish an adequate supply for many years. In the past the water system

has received about 60 per cent. of its income from metered services, which accounted for but about 40 per cent. of the water pumped, indicating too large a consumption by the unmetered customers. Consequently, in 1919, the flat rates were increased about 30 per cent. with the result that some 2,000 new meters were immediately purchased, to the city's advantage.

A free venereal clinic has been established by the health department and through cooperation with local organizations three additional welfare nurses employed.

Mr. Carr is 43 years old, a civil engineer by training and served as city manager at Cadillac, Michigan, 1914 and 1915 and at Niagara Falls, N. Y., from January, 1916 to September, 1918. He has just accepted the managership at Dubuque, Ia.

(Previous reports Fifth Yearbook, page 20; Fourth Yearbook, page 104; Third Proceedings, page 76; Second Proceedings, page 87). . .

### Economy and Efficiency at Sandusky

Sandusky, population 25,000. Commission-manager charter effective January 1916. George M. Zimmerman, the third manager, was appointed April 1918, salary \$5,000.

Since the introduction of the manager plan, the city has reduced its bonded debt \$230,000 besides paying off some \$25,000 inherited floating debt. On January 1, 1919, there was a deficit of \$26,565, which during the year was reduced by \$17,395 and for the first time in many years the sinking fund has investments to its credit. In spite of the high cost of labor and materials the operating expenses for 1919 were over \$3,000 less than in 1914 or 1915, the two years preceding the adoption of the new plan, and the city has a credit balance of more than \$4,000 in its operating fund.

During the past year the water works system has been improved to the extent of \$46,640, including the installation of new boilers and laying of added mains. Of this amount \$23,000 was provided from surplus on hand, the remaining \$23,640, in addition to \$31,608, which was transferred to the sinking fund, was paid from the earnings of the department, and there is still a credit balance.

By proper attention to leaks, and repair service, the amount of water pumped was reduced more than 180,000,000 gallons with a corresponding reduction of some 300 tons of coal. The operating expenses for the water department were \$7,500 less than in 1915.

Other departments show corresponding improvements. A motor police patrol has been purchased and put in commission; street signs have been renewed and extended, and new heating

plants installed in city buildings. A bond issue of \$15,000 has been voted for the construction of a public comfort station, which will be constructed soon. An editorial comment in a Sandusky paper concludes: "We have been fortunate. We have been able to live within our limited means, thanks to efficient and farsighted management that made every dollar count. For this, credit is due not only to the commission, the manager and other officials, but to the system, with its elimination of politics and co-ordination of departments."

Mr. Zimmerman is 48 years old and his training has been primarily that of a business executive. He served as city treasurer for a short time prior to his appointment as manager.

(Previous reports Fifth Yearbook, page 28; Fourth Yearbook, page 108; Third Proceedings, page 80).

### Service Creates a Satisfied Citizenship

**East Cleveland**, population 25,000. Commission-manager charter effective January 1, 1918, with C. M. Osborn as manager; salary \$6,000.

A recent report from Mr. Osborn sums up the achievements of the past year as follows:

"We have purchased a permanent home for our street department, giving us ample barn room for our city teams, tools and equipment.

"We have established an electrical department, placing in charge a competent electrician on full-time basis, thus assuring us of better inspection new construction and repair work; also assuring us of the proper maintenance of our police and fire alarm system.

"We have placed our fire department on the two-platoon system, requiring each platoon to be on duty twenty-four hours and off duty twenty-four hours. This change has increased the efficiency of the department by giving us a more active group of men on duty, and has also increased the efficiency of the department by increasing the available man power of the department above 9 per cent.

"We have established a policy to 'pay as we go,' and to borrow money for operating expenses only as a last resort. The city commission believes it poor business to go into debt to take care of operating expenses, and thus require our children or our children's children to pay our operating expenses of today. Following out this policy, the commission authorized a special tax or assessment to pay for the street lighting, street repair and street cleaning for 1920, thus making it unnecessary to borrow money for these activities.

"We have been able to operate our city during 1919 on the amounts appropriated for this purpose, and have a substantial

balance in our operating fund at the end of the year.

"We have given the class of service that our citizens require and demand, and in this way have been able to create a satisfied people."

Mr. Osborn is 46 years old, a civil engineer, and experienced in municipal engineering prior to his appointment. His salary has been increased twice within two years.

(Previous report Fifth Yearbook, page 28.)

### Live Within Income

**Ashtabula**, population 23,000. Commission-manager charter with proportional representation, effective January 1916. W. H. Turner, the second manager, was appointed January 1918; salary \$3,000.

The tax rate was not raised while the cost of labor and materials increased 50 per cent or more, yet Ashtabula finished the year 1919 without borrowing money for current expenses and without a deficit. The city ordinances have been revised, codified, and published. Legislation has been passed authorizing the purchase of the street car line and its operation as a municipal enterprise. A police pension fund has been established, fire department reorganized on the two-platoon system, twenty-four hours on duty, twenty-four hours off duty, and four men added to the force.

The plan of cinderizing unpaved streets has proved successful and popular. Two hundred and fifty carloads of cinders were used in those heretofore cindered and forty six additional streets have been taken care of in the same manner.

The electric light plant has been enlarged and the service considerably extended during the year. The output of the plant will be doubled, according to plans now being carried out.

Mr. Turner is 53 years old and a business man. He served as director of public service at Ashtabula for four years 1912-16.

(Previous report Fifth Yearbook, page 29)

### Less Expense, More Results

**Xenia**, population 10,000. Commission-manager charter effective January 1918 with Kenyon Riddle as manager; salary \$3,600.

The first two years under the new plan have changed the inherited deficit of \$350 to a credit balance of \$2,316. This is a real showing considering the limitations of the Ohio "Smith 1 per cent law." The fire equipment has been motorized and it is estimated the cost will be more than met by the saving in horse feed. The alarm system has been changed and the personnel of the department reduced and salaries increased 50 per cent.

It is estimated that the total cost of the present department is \$700 per year less than its inefficient predecessor.

In 1917, the health department cost \$3,866 while it now costs about \$1,700, the saving being due to strict inspection and preventative work.

Mr. Riddle summarizes other accomplishments as follows:

"Public welfare work has been greatly extended under the new plan and upon the manager's recommendation the American City Bureau was invited to reorganize the chamber of commerce with the result that this body now has a membership of 425 members at \$25 per year dues."

"Such an organization," in the words of the manager, "is the best medium through which the city administration can deal with the people."

Mr. Riddle is 31 years old, a civil engineer, and served as city manager at Abilene, Kansas, from 1913-17 before being appointed to his present position at Xenia.

(Previous report Fifth Yearbook, page 39, Fourth Yearbook, page 114.)

### Business Methods Mean Money in the Bank

**Westerville**, population 3,100. Commission-manager charter effective January 1916. R. W. Orebaugh, the second manager, was appointed September 1917; salary \$2,100.

Under the new plan the entire finances of the village have been reduced to modern budget procedure and a new accounting system has been installed. Public health, welfare and service have been improved. There has been no increase in taxes, yet the city lives within its income and has money in the bank.

The program of improvements including extension of water and light system, sewer mains, and streets, has been carried on from current funds in spite of the fact that labor and materials have increased from 50 to 100 per cent in cost.

In calling attention to the village finances, the manager frankly gives credit to the form of government which he advises is proving very popular in Westerville.

Mr. Orebaugh is a civil engineer, 38 years old.

(Previous reports Fifth Yearbook, page 54; Fourth Yearbook, page 124)

**Painesville**, population 6,750. Commission-manager charter effective January 1, 1920. Thomas B. Wyman, manager, salary \$4,000. Mr. Wyman is a forester by profession and has had public service experience as chamber of commerce secretary and president of the school board and city council of Munising, Michigan. He is 39 years old.

**Gallipolis**, population 6,070. Commission-manager charter effective January 1918. Edward E. Meyers, manager; salary \$1,500.

**South Charleston**, population 1,400. Commission-manager charter effective January 1918. P. H. Cheney, manager, salary \$1,600.

Mr. Cheney is 40 years old and held various township offices before being appointed manager

(Previous report Fifth Yearbook, page 55.)

## WEST VIRGINIA

But two West Virginia cities have adopted the manager plan—Wheeling and Charleston.

### Confidence of Voters Shown by Bond Issues

**Wheeling**, population 80,000. Commission-manager charter effective July 1917. Charles O. Ephlin, the second manager, was appointed manager June 1919; salary \$8,000.

A unique feature of the Wheeling charter is that it requires the manager to be a local man prior to his appointment. In spite of this handicap, the city has been fortunate in the selection of two able managers. It is reported that the plan is giving very general satisfaction. There is no stronger evidence of this than the fact that heretofore it has been most difficult to secure the passage of bond issues for much needed improvements whereas recently the voters authorized \$1,000,000 for street paving and will doubtless vote an additional \$2,000,000 soon for improvement and extension of the water plant.

Another evidence of the confidence the people have in the new plan is the fact that a large suburban section has been added to the city increasing the population to some 80,000.

Manager Ephlin writes: "I doubt if there is a single tax payer in our community who would favor a return to the cumbersome, inefficient and inadequate plan of the past."

Mr. Ephlin is 46 years old; has had a successful business career and has served as president of the county board of commissioners in which position he gained a valuable knowledge of road building and general public work.

(Previous report Fifth Yearbook, page 24)

### Freak Charter at Charleston

**Charleston**, population 43,000. Created the position entitled manager by charter effective May 1915. Benner H. Hill, the fourth appointee, took office May 1919; salary \$4,500.

Charleston's charter is perhaps the most unusual, unwieldy,

and unfortunate of any in the country which bears a semblance to the city manager type. The charter provides for a board of twenty members and a mayor whose salary shall be not less than \$3,000. It stipulates that the mayor shall appoint the city solicitor, chief of police and all policemen, humane officer, building inspector, collector, city auditor, engineer, health commissioner, lockup keeper, and the chief of the fire department. None of these appointments requires the confirmation of the council or the manager, and the mayor is given full and complete power of removal. The mayor also appoints the manager, with the consent of the council. The manager may "employ one clerk at such salary as the council may fix and such other help as he may require and the council may from time to time allow." On the other hand, the manager is given "supervision and control of the executive work and management of the heads of all departments under his control as directed by the mayor." Thus the charter places a heavy responsibility upon the manager without giving him adequate power to produce results.

One who is most familiar with the local situation writes: "I do not think our city government is a good one, and I am sure that you would not care to publish my personal opinion of the city manager form of government as operated in this city."

Mr. Hill is 46 years old, trained in general business and mine management.

(Previous report Fourth Yearbook, page 107)

## KENTUCKY

**Cynthiana**, population 5,000. A modified manager plan became effective January 1915. J. J. Curle, the second appointee succeeded Daniel Durbin in December, 1918.

(A detailed report appears in the Fourth Yearbook page 121.)

## MICHIGAN MANAGER MUNICIPALITIES

The state of Michigan is given a chapter all by itself in this series, because of its importance to the growth of the manager movement. There are now 24 cities operating under the manager plan. Twenty-three of these have commission-manager charters and the other one has the old type commission charter but has created the position of manager by ordinance.

### Grand Rapids Gives "City Show"

**Grand Rapids**, population 165,000. Commission-manager charter effective March 1917. Fred H. Locke, the second manager, succeeded Gaylord C. Cummin, May 1918; salary \$5,000.

Under the new plan the city departments and methods have been so systematized that improvement schedules are carried on with clock like precision. Last year approximately \$450,000 was spent in street work and the streets opened for traffic prior to November 1. Before the close of 1919 all plans had been completed and contracts written to let April 1, 1920, so that the greatest results may be achieved with the least waste of time.

A complete survey of the entire sidewalk system has been made and every walk in need of repairs or replacements listed, and property owners notified to make the necessary improvements. Under this plan, 50 per cent of the bad walks have been eliminated and in 1920 there will be first class sidewalks thruout the city.

As to public safety and welfare, Mr. Locke reports: "We have greatly increased our fire limits and have eliminated the use of all wood shingles outside the fire district, except quarter sawed shingles.

"We have instituted in our fire department the double platoon system, firemen now working in shifts, 24 hours on and 24 hours off. The men are required to give one day in every week to fire inspection work. This has greatly added to the efficiency in this line of work.

"We have placed in operation a complete model of a sewage disposal experimental plant, and the results we are attaining are very gratifying and will undoubtedly be the basis used in the construction of a sewage disposal plant to care for the sewage of this city to be built at some future time.

"The city has bonded for a \$400,000 tuberculosis hospital. We have also completed a new isolation hospital costing approximately \$40,000.

"We have greatly increased our school dental work and school medical inspection work. We have established a social service system, which provides adequate care for all families requiring aid, and in reconstructing these families, placing them on a self-supporting basis as far as possible.

"We have added two new bath houses and swimming pools and have made considerable progress in the development of our park system."

In January, 1920, a large and popular exhibit, called the "City Show" attracted widespread attention and gave the citizens a chance to become better acquainted with the work of the various municipal departments.

Mr. Locke is 44 years old, trained as a business executive and was director of public service at Grand Rapids prior to his appointment as city manager.

(Previous report Fifth Yearbook, page 18; Fourth Yearbook, page 101)

### Increased Intimacy Between City and Citizens

**Kalamazoo**, population 55,000. Commission-manager charter with proportional representation effective January 1918. Harry H. Freeman, manager; salary \$6,000.

The most conspicuous change brought about by the new plan of government has been the increased intimacy between the citizens and their government. Typical of the methods employed to bring about this cooperative spirit are:

Municipal exhibit attended by over 10,000 people.

Cooperation with the chamber of commerce and the Y. W. C. A. in a series of concerts and community sings;

Cooperation with chamber of commerce in cleanup campaign, over four hundred loads of rubbish being removed by the city;

Cooperation with chamber of commerce and other organizations in conducting "safety first" campaigns;

Selling of six thousand dollars worth of Government surplus food at cost;

Selling coal at cost in ton lots from the city fuel yard to amount of \$30,000;

Establishment in health department of clinic for venereal diseases, and employment of full time city physician;

Uniting nursing service of private organizations with city forces under direction of health officer;

Adding of over 30 acres to city's park and playground system, 17 acres being given by Mayor William Upjohn.

Municipal bulletin describing city's work published frequently and distributed to every home in this city;

Attractive annual report full of pictures and comparisons published. Twelve thousand copies distributed to citizens.

The material gains were no less striking than those in confidence and welfare:

More sewer connections were made during 1919 than during any previous year in the city's history;

The water supply was increased by sinking of five new wells at a cost of over \$25,000. A big saving was made when the water department changed from steam to electric power;

Motor pick-up sweeper added to street cleaning department;

Motorization of fire department continued by addition of \$30,000 motor apparatus. Fire alarm system overhauled and twenty new alarm boxes added.

Nor is the Kalamazoo administration lacking in financial showing:

Assessed valuation increased during the year over \$2,000,000 by equalizing values. Property to the extent of \$82,500 which had wholly or partially escaped taxation was placed upon the tax roll. By strict economy and following a budget system ex-

penditures were reduced \$40,000 under budget estimate. The city sinking fund, formerly neglected, received \$29,000 during the year to apply on deficit, making a total of \$47,000 "salted down" since the new plan was adopted and leaving a net deficit of but \$35,000 which will be cleared up early in 1920.

A stores system has been installed and all purchasing centralized.

Fire insurance rates revised by Michigan Inspection Bureau, because of improvements made. This will yield a saving of over \$100,000 annually in reduced insurance premiums.

An attack has been made upon the Kalamazoo charter by a local politician who was defeated for election to the city commission. As a result of this attack the circuit court has declared the proportional representation feature of the Kalamazoo charter unconstitutional. This decision has been appealed to the Michigan superior court and the case has not yet been heard.

Mr. Freeman is 29 years old, trained in municipal research and community organization.

(Previous report Fifth Yearbook, page 22)

### Restaurants Graded Upon Cleanliness

**Jackson**, population 52,000. Commission-manager charter effective January 1915. A. W. D. Hall, the third manager, was appointed May 1917; salary \$4,000.

The finances of Jackson have been reduced to a sound business basis. During the war an operating deficit was created which will be liquidated by spreading it over the budgets for the next three years. The confidence of the citizens is shown in the fact that they recently voted \$521,000 in bonds for public improvements. A scientific topographical survey of the entire city and adjacent territory has been made and improvements are planned with a view to the growth of the city for the next fifty years.

Jackson's government is deeply interested in the human factor. A public health nurse calls upon every new born child regardless of the wealth or standing of the parents. A prenatal clinic has been in operation for three years and a decided decrease in the death rate of infants has resulted. There are also public clinics as follows: pre-school age, dental, tonsils and adenoids, ear and eye, tuberculosis, venereal diseases and general medical.

A unique method of controlling the purity of food served in public places is the rating of restaurants upon their cleanliness and general sanitation. The percentage is posted in a conspicuous place for all to see.

Mr. Hall is 47 years old, a civil engineer, and served as city

engineer at Jackson prior to his appointment as manager.

(Previous reports Fifth Yearbook, page 23; Fourth Yearbook, page 105; Third Proceedings, page 78; Second Proceedings, page 79.)

### New Methods Adopted at Muskegon

**Muskegon**, population 50,000. Commission-manager charter effective January 1920. I. R. Ellison, manager; salary \$4,250.

Muskegon adopted its new charter last October by a majority of 5 to 1.

Mr. Ellison reports:

Since the first of January this year the following steps have been taken by the city:

Made an inventory—the last inventory being made in 1896.

Set up capital account on the books, which had never been done before.

Established new bookkeeping system.

Made survey of insurance on all city property.

Created department of public welfare.

Had all fees turned into the city treasury.

Stopped payment of war tax, which is not required of cities.

City offices to remain open during noon hour,—more convenient for working people.

Established purchasing agent and receiving clerk,—eliminating thirteen so-called purchasing agents.

Appointed full time health officer and completed organization of department of health.

Established part time venereal clinic.

Addition to city water works of about \$100,000.

Created inspection department covering weights and measures and testing gas, etc.

Created department of public works, the city to do all of its own construction work, building of pavements, sewers, etc.

Created department of engineering with complete organization.

Gave fireman every fourth day off.

Let contract with firm of Hoad & Decker to create a sewer plan for a city of 200,000. Also a contract with Hoad & Decker to create a water works plan for city of 200,000.

A local organization has employed an expert planner to incorporate all utilities into a general plan.

Established eight hour working system for all city employees.

"We have a bonded indebtedness of about \$1,503,200. The assessed valuation of the city at the present time is \$26,213,180. The rate of taxes is \$35.76 per thousand whereas the assessed

valuation of this city with the adjutment now being made will place it at a valuation of nearly \$50,000,000."

Mr. Ellison is 37 years old, a civil and electrical engineer, and served successive as superintendent at Eaton Rapids and city manager at Grand Haven prior to his promotion to Muskegon.

### More Economy and Service

**Sault Ste. Marie**, population 14,500. Commission-manager charter effective December 1917. Wilder R. Rich, the second manager, succeeded J. H. Moore August 1918; salary \$3,000.

During the second year under the new plan the city saved \$26,677. This added to the \$15,000 saved the first year makes a total of nearly \$67,000 debt reduction in two years.

The new water ordinance and increased operating efficiency in the water department yielded a net surplus of more than \$16,000 last year.

The city is conducting a municipal entertainment and lecture course during the winter of 1919-20, thereby bringing to the people at actual cost the best talent available. The city has also taken over the band and during the year conducts a series of free band concerts.

Mr. Rich is 35 years old, a graduate of the University of Michigan in civil engineering. He served as city engineer at Sault Ste. Marie prior to his appointment as manager.

(Previous report, Fifth Yearbook, page 33)

### Community Recreation at Cadillac

**Cadillac**, population 9,734. Commission-manager charter effective March 1914. George Johnston, the third manager, was appointed January 1918, salary \$2,200.

The general program of improvement entered upon when Cadillac adopted the manager plan has steadily developed. Last year the city constructed 23,000 sq. yds. of brick pavement; 4,400 lineal feet curbs and gutters; and 3,600 feet of sewers. A reinforced concrete bridge was built over the canal connecting Lake Cadillac and Lake Mitchell and 8 acres of park lands cleared on the north side of Lake Cadillac. A large tool shed for city equipment has been built.

All work is done by the city on the day labor plan, which has proved highly satisfactory.

Cadillac is enthusiastic over community recreation and the city provides skating rinks, conducts a boating club and otherwise looks after the "good times" of its citizens.

Mr. Johnston is 49 years old and was promoted to the city manager position from the city clerk's office.

(Previous report Fifth Yearbook, page 38; Fourth Yearbook,

page 112; Second Proceedings, page 66; First Proceedings page 19.)

### Six Years, And All's Well

**Manistee**, population 9,690. Commission-manager charter effective May 1914. P. H. Beauvais, the second manager, succeeded Charles Ruger, May 1918; salary \$4,000.

The termination of the sixth year of commission-manager government in Manistee finds a satisfied community and perfect harmony among the officials and department heads. Modern paving equipment was purchased during the year and 81,000 sq. yds. of paved streets resurfaced. Water mains were also extended and the budget increase was only ten per cent over one year ago.

Manistee's first electrical ordinance has been passed and enforced and a modern building code is now being drafted. Great stress has been laid upon matters of health and welfare. The board of health has been reorganized and the salary of the health officer made sufficient to procure active service. A public health nurse has been provided for and the city has cooperated with the state in its war upon venereal diseases. During the recent influenza epidemic out of nearly one thousand cases there were no fatalities.

Mr. Beauvais is 31 years old and a civil engineer.

(Previous reports Fifth Yearbook, page 35; Fourth Yearbook, page 111; First Proceedings, page 16)

### "Best Men" Willing to Serve City

**Alma**, population 7,542. Commission-manager charter effective May 1919, W. E. Reynolds manager; salary \$4,500.

Mr. Reynolds reports that the new charter has so appealed to the citizens that the best business men in town have consented to serve on the commission. "Party politics are apparently forgotten and the feeling of all seems to be to push for Alma."

Within thirty days from the time the new plan became effective, the city was provided with a 5,000,000 gallon water supply. This meant the connecting up of 14 wells, installation of 3 pumps, the purchase and placing of an engine, connecting up the 3 motors and in general assembling and adjusting the various units making up the entire system.

This work was done with such rapidity and success that the manager was instructed to proceed with other improvements instead of letting the work by contract as had previously been the custom. In competition with a contractor the city forces saved \$600 per month and produced better sidewalks. Four blocks of paving were laid and sewers extended. A complete

set of maps of the water and sewer system were drafted and \$80,000 worth of sewer work started.

After four months of operation, the new water works showed a saving of \$414 per month over the old system.

Public reading rooms, rest rooms and comfort stations have been provided.

The Detroit Bureau of Governmental Research has been retained to install a complete cost and accounting system for the city.

Mr. Reynolds is 36 years old, a civil engineer, and experienced in public works.

### **People Are Behind Government**

**Grand Haven**, population 7,280. Manager plan provided by charter April 1915. This charter has recently been amended to conform to the standard commission-manager type. I. R. Ellison the second manager, was appointed April 1916, and resigned January 1920 to accept the appointment at Muskegon.

During 1919 the fire and police departments were consolidated under one head and the fire equipment motorized. Four miles of concrete paving was constructed. A municipal hospital has been equipped and the city has employed a police matron and public health nurse.

Mayor W. H. Loutie writes: "The city-manager plan of government in Grand Haven is working out very nicely. The amendments to our charter, which were proposed by the commission, have been passed by a large majority. This tends to show, I think, that the people are behind the city government."

(Previous reports Fifth Yearbook, page 42; Fourth Yearbook, page 116; Second Proceedings, page 73.)

### **Didn't Borrow For First Time in History**

**Crystal Falls**, population 7,000. Commission-manager charter effective April 1918. J. H. Sanders, manager; salary \$3,000. The manager sums up the events of the year as follows:

"A movement started by a few disgruntled politicians to recall the mayor in order to get the manager. Commission held special meeting to inform manager that the commission was back of him. Movement fell through, couldn't get signers.

**Went through the year without borrowing any money in anticipation of taxes. First time in history of the city this was done.**

"Built 2,530 feet of good macadam road at an average width of 32 ft., and at an average cost of \$1.00 per yard.

"Installed 600 feet of 6" water main.

"Filled or cut 4,730' x 6' wide for sidewalk grades.

"Had property owners build 2,653 feet of sidewalk 5' 4" wide.

"Built 1,576 feet of 8" sewer in Maple Grove at an average depth of 10 feet with three manholes and 1 flush tank.

"Bought and paid for a 3½ ton Packard truck.

"Retired \$5,000 worth of bonds.

"Business men in general approve work of administration stating that at last affairs of the city are handled in a business way."

Mr. Sanders is 45 years old and served as superintendent of the water and light department at Crystal Falls prior to his appointment as city manager.

(Previous report Fifth Yearbook, page 42)

### Twice as Much for the Money

**Petoskey**, population 6,000. Commission-manager charter effective April 1916. J. Frank Quinn, the fourth manager, was appointed January 1920. He holds the dual position of city manager and secretary of the chamber of commerce, combined salary \$5,000.

A recent letter from a prominent business man states: "We have had the city manager plan in effect in this city for the past four years and it has proved very effective and satisfactory. We believe that our city gets twice as much for its money as it did under the old system and we believe that if the matter should come up for vote regarding whether or not we should go back to the old system, ninety per cent of our citizens would vote for the present plan."

Regarding the combination of the offices, Mr. Quinn writes: "The combining of the offices of city manager and chamber of commerce secretary permits of a salary more inviting than could be possible in either single position. This makes for wider choice in selection of executives. All too frequently the writer believes, uncalled for and unreasonable friction exists between city officials and chamber of commerce bodies. In Petoskey this cannot be, as all city councilmen are chamber of commerce members, and four of the five councilmen, including the mayor are on the chamber directorate."

Mr. Quinn has had a business career and is experienced in the chamber of commerce secretaryship.

### Almost Too Well Satisfied

**Royal Oak**, population 6,000. Commission-manager charter effective May 1918. George E. Weitzel, the second manager, was appointed October 1918; salary \$3,000.

Matters are going so much to the satisfaction of the citizens under the new plan that the recommendations of the council

are approved with practically no opposition. As an example, a \$45,000 water works extension bond issue was passed May 3. Out of a possible 1,200 voters but 600 registered. **Only 83 voted on this bond election and of this number but 6 were women.**

Mr. Weitzel is 50 years old, a business executive, and served as superintendent of public works at Royal Oak prior to his appointment.

(Previous report Fifth Yearbook, page 45)

### Opposers Become Boosters

**Three Rivers**, population 5,610. Commission-manager charter effective April 1918. O. O. Johnson, manager; salary \$1,800.

The best proof of the success of the manager plan at Three Rivers is to be found in the fact that those who fought the plan the hardest at first have now become its "greatest boosters." The city does most of its own work and marked savings have been made.

Last year over a mile of 40 ft. concrete paving was constructed, another mile is to be built this year, and petitions are on file for two miles more. Extensions and improvements of the water and light system are now made by the city instead of by contractors. To quote the manager: "This one point alone seems to have quite a soothing effect upon the general public."

Mr. Johnson is 33 years old. He is experienced in construction and operation of power plants.

### Larger Commission Desirable

**Big Rapids**, population 5,100. Commission-manager charter effective April 1914. Dan H. Vincent, the fourth manager, was appointed May 1917; salary \$1,200.

The public improvements made are of a permanent nature, while under the old form of government "it was a load of gravel here and there, and the next year the same thing over again."

The Big Rapids charter calls for but three members on the commission. The manager writes: "I am satisfied the form is all right but would rather see five men instead of three."

Mr. Vincent is 50 years old and had previous experience in public office before his appointment as city manager.

(Previous reports Fourth Yearbook, page 120; Second Proceedings, page 66.)

### Village Run Like Successful Factory.

**Birmingham**, population 5,000. Commission-manager charter effective April 1918. Maurice Lowman, the second manager, was appointed March 1919; salary \$2,750.

The manager reports: "The commission-manager form of government in Birmingham is a great success, in fact, I would venture to say if it were to come to a vote today there would be no opposition whatever.

"It has put the work of the village on a complete business basis, such as a successful factory is operated on, with every department completely organized and run on cooperative plans, with all departments satisfied and doing their work well. The commission-manager form of government has entirely set aside all politics, favors and prejudices.

"The amount of improvement for 1919 totals as much as was done in two years previous. Sanitary sewers, storm sewers, and pavements have been constructed."

Mr. Lowman is 36 years old, an engineer and superintendent of construction.

(Previous report Fifth Yearbook, page 55.)

### Commercial Club Endorsement

**Lapeer**, population 4,500. Commission-manager charter effective May 1919. Ray S. Blinn served as manager until November 1919. His successor, Charles Hubbard, was appointed April 1920; salary \$2,000.

Last summer the Lapeer Commercial Club Chronicle in a comment upon the manager plan states: "Lapeer has taken a new stride and is now one of the most enthusiastic of the smaller cities in promoting good government. Not only have the taxes not been raised but far reaching improvements are under way that will put her in the class of the most progressive cities."

Mr. Blinn is 48 years old, a civil engineer, and served as city-manager at Westerville, Ohio, from 1916 to 1917. Mr. Hubbard is experienced in the construction of public works.

### Some Kickers on "Expense."

**St. Johns**, population 4,035. Commission-manager charter effective August 1918. Theodore H. Townsend, the second manager, was appointed July 1918; salary \$3,000.

Mr. Townsend writes that the new plan is popular with a large majority of the citizens. He advises that there are some "kickers" on "expense" who overlook the fact that the cost of labor and materials have doubled and that service has been increased.

Mr. Townsend is 49, was formerly county school commissioner and served on city commission before succeeding A. D. Smith as city manager.

(Previous report Fifth Yearbook, page 50)

### Good Job of "House Cleaning"

**Otsego**, population 4,000. Commission-manager charter effective May 1918. Gerard Alan Abbott, the second manager, was appointed manager March 1919 and resigned December 1919; salary \$3,000.

Among the achievements reported in the annual statement of the city manager are:

Passage and enforcement of ordinance to provide pure milk;

Removal of all signs, posters, bills, and other advertising matter from poles, posts and other city property;

Establishment of official bulletin board for legal, fraternal, religious and other public announcements;

Erection of artistic street signs and "silent policemen";

Painting of bridges, pumping station and road fences;

Cinderling of streets;

Provision of new rubbish cans at convenient corners;

Increase of water supply by addition of six new wells.

Mr. Abbott previously served as village superintendent at Grosse Pointe Shores and manager at Birmingham, two Michigan villages. His successor has not been announced. He is now manager at Sanford, Florida.

(Previous report Fifth Yearbook, page 50)

### Commission City Adds Manager

**Eaton Rapids**, population 3,000. Position of city superintendent created by ordinance October 1913, changed to "city manager" March 1918. O. S. Yager, the third appointee, took office March 1918. He was succeeded March 1920 by P. T. Mitchell.

Eaton Rapids' charter is of the standard commission type providing for a mayor and two commissioners. They have delegated their administrative duties to the city manager.

For the past two years the city has operated a privately owned water plant on a rental basis and in the words of Mr. Yager has made "some financial showing." Municipal ownership of the plant is now under discussion.

The fire equipment is being motorized.

After seven years of the manager plan, Eaton Rapids seems well satisfied.

Mr. Yager is 38 years old, an electrical and mechanical engineer, and experienced in public utilities.

### "No Passing the Buck."

**Portland**, population 2,747. Commission-manager charter effective January 1919. F. L. Jenkins manager; salary \$1,800.

A local newspaper in commenting upon the plan states:

"The big thing about the first year's experience is that it has demonstrated that three men carefully chosen can administer municipal affairs more expeditiously and more wisely than the average village council of the past. **There is 'no passing the buck.'** In village government today every man knows what is expected of him, from the members of the commission themselves to the lowest salaried employee. Even trivial things are given personal attention exactly as would be necessary in private business."

During the year the city completed the construction of a concrete dam and liquidated part of the bonds floated to cover its cost. The balance in the water fund has been increased in spite of the fact that the water mains have been greatly extended and one hundred meters installed. The highway funds show a balance of \$600, and the streets, in the words of a local paper "were never in better condition than at present." The tax rate last year was  $12\frac{1}{2}$  mills. It is hoped that this may be reduced to 12 mills this year.

Mr. Jenkins is 39 years old, and trained in the managing of public utilities.

### Water Rates Reduced One-Third

**Grosse Pointe Shores**, population 1,200. Village incorporated under commission-manager charter June 1916. H. N. Kennedy, the second manager, was appointed April 1918. His salary, plus commissions for collecting taxes, amount to some \$4,200.

Grosse Pointe Shores is a wealthy residential suburb of Detroit and enjoys so many of the advantages usually found only in a very large city that there is little to work upon so far as bettering the physical conditions of the village are concerned. Efficient operation has increased the profits of the water department and consequently **the rates charged consumers have been reduced  $33\frac{1}{3}$  per cent.**

Bonds to the amount of \$25,000 were issued for the purpose of constructing 253 feet of sea wall on the lake shore in front of the village hall, incidentally reclaiming some 3 acres of land from Lake St. Claire which will be used as a village park. Additional bathing houses have been constructed at the municipal bathing beach. Dental clinics have been established in the public schools.

The tax rate remains the same as heretofore and total expenditures for the year fall some 12 per cent. below budget estimates and "every one seems to be entirely satisfied as to the form of government."

Mr. Kennedy is 41 years old and a business executive.

(Previous reports Fifth Yearbook, page 56; Fourth Yearbook, page 125.)

### More Michigan Cities

**Alpena**, population 13,300. Commission-manager charter effective April 1916. Charles T. Park, the second manager, succeeded Harry G. Roby, April 1918; salary \$1,920.

Mr. Park is 54 years old, has had executive experience as captain in the army and is a plumber by trade. He has resigned.

(Previous report Fifth Yearbook, page 33; Fourth Yearbook, page 110; Third Proceedings, page 80.)

**Albion**, population 9,000. Commission-manager charter effective January 1916. W. E. Baumgardner, the third manager, was appointed May 1918; salary \$2,000. Mr. Baumgardner is 38 and a civil engineer.

(Previous reports Fifth Yearbook, page 41; Fourth Yearbook, page 114.)

**Sturgis**, population 6,500. Commission-manager plan endorsed at election April 1920 to become effective some time during the year.

### TEXAS AND OKLAHOMA TURN TO MANAGER PLAN

There is no stronger evidence that the manager plan is here to stay than the fact that now-a-days whenever a charter is to be drafted or revised it seems to be taken as a matter of course that it shall conform to the city manager idea. The oil fields of Texas and Oklahoma bear striking witness to this development. Texas now has 19 city manager municipalities and Oklahoma 12. Of these thirty-one, thirteen have adopted the new form within the past fifteen months and many other cities will vote upon the change in the near future.

#### TEXAS

Amarillo, Texas was the first city in the country to discard its old style commission plan for the more modern commission-manager model and for a period of one month was the largest city in the country to have a city manager. All but two of the Texas cities have entered the list by adoption of new charters. The "lone star state" stands next to Michigan, having the second largest number of city manager municipalities.

#### **Oil Town Incorporates Under Manager Plan**

**Ranger**, population 30,000. Commission-manager charter effective May 1919 with M. A. Turner as manager; salary \$5,000.

The population of Ranger increased from 1,000 to 30,000 within two years and at the time of adopting its new charter it was the largest unincorporated community in the country. The rapid growth, due to the oil industry, has created a series

of big problems to be handled by the city government.

The business methods made possible by the manager plan have permitted the handling of these problems with dispatch and at the bond election held last September nearly \$1,000,000 was authorized for paving and for public improvement.

A peculiarity of the Ranger charter is that it stipulates that all employees including the city manager be residents of the city prior to their appointment. It is explained, however, that a declaration of intention to make Ranger his home may qualify a candidate for appointment and he may enter upon his duties fifteen minutes later if the council consents.

Mr. Turner is 45 years old and experienced in public welfare and chamber of commerce work. He has recently resigned as manager and his successor has not been announced.

### A Record That Won Approval

**Sherman**, population 18,000. Council-commission-manager charter effective April 1915. O. J. S. Ellingson, the second manager, was appointed April 1916; salary \$3,600.

At the spring election last year the manager plan was strongly endorsed by an overwhelming vote for the citizens ticket consisting of friends of the new form. A pamphlet called "Facts and Figures" published at the time of this campaign contains the following information:

During the five years since the adoption of the plan the tax rate not controlled by the city administration increased 23c while the general and street funds for which the council and manager are responsible had decreased during the same period 5c. Every employee in every department of the city has had his pay increased from 20 to 25 per cent within the past two years.

Three miles of streets were paved; two new streets opened, and a steel bridge with concrete piers constructed. A complete city survey with establishment of permanent street and sidewalk grades has been made. The fire department has been motorized and a complete 44 station fire alarm system costing \$40,000 has been installed. A real "white way" has been constructed.

Bids for the construction of an underground reinforced concrete covered reservoir for the water works, having a capacity of 1,300,000 gallons were received. The manager decided he could beat the figures submitted and the city constructed its own reservoir at a saving of hundreds of dollars. Two miles of new water mains have been laid and 50 added fire hydrants installed. The entire water system is metered, 800 new meters having been recently purchased. Motor equipment has been introduced in many departments with noticeable economy.

Parks and playgrounds have been enlarged and improved

and a municipal cemetery developed on the "park and lawn" plan.

A new sewage disposal plant of the most approved type has been constructed under the supervision of the city manager; sanitation and health have been increased by systematic collection of waste and strict enforcement of inspection laws.

Mr. Ellingson, the manager, is 36 years of age and a civil engineer. He served as city engineer of Sherman for six months before his appointment as manager.

(Previous report Fourth Yearbook, page 109)

### Improvement Program Continued

**San Angelo**, population 16,500. Commission-manager charter effective June 1916. E. L. Wells, Jr., manager; salary \$2,500.

During the past year the city authorized \$500,000 water and light bonds in continuance of the improvement program adopted following the war.

Mr. Wells is 51 years of age and had a general business career before becoming manager.

(An interesting report appears in Fifth Yearbook, page 32).

### No More Deficits for Tyler

**Tyler**, population 15,000. Commission-manager charter effective April 1915. Henry J. Graeser, the second manager, was appointed August 1918; salary \$3,600.

For the first time in many years Tyler has operated without a deficit and will have \$32,000 more for improvements from current funds during 1920 than during 1919.

The Tyler charter specifies a definite term of two years for the city manager and evidence that the plan is meeting with general approval is to be found in the fact that the manager has been re-employed for a second term at increased salary.

Mr. Graeser is 43 years old and trained in engineering.

(Previous report Fifth Yearbook, page 33.)

### New City Under New Plan

**Eastland**, population 12,000. Commission-manager charter effective January 1919. Walter Lander, manager; salary \$6,000.

A little over a year ago, Eastland was a village of less than 1,000 people. Like Ranger its growth has been unique. A letter received from the manager last fall states:

"We are commencing the erection of a \$100,000 city hall and construction of \$600,000 street paving. We have com-

pleted our sewer system and extended our water works 200 per cent in the last six months."

Mr. Lander is 51 years old and trained in general business and banking. He served as city manager at Yoakum, Texas from 1915 to 1918. His salary has recently been increased from \$4,800 to \$6,000.

(Previous report Fifth Yearbook, page 54)

### \$300,000 Brick Paving

**Electra**, population 7,500. W. H. Larson, manager, was appointed May 7, 1919; salary \$4,200.

Upon adopting the new plan, Electra undertook a program of improvements including the construction of \$300,000 brick pavement which will be completed the first year.

Mr. Larson is 32 years old, a civil engineer and experienced in construction work. He holds the dual position of city manager and city engineer at Electra.

### Paid Debts and Established Credit

**Lufkin**, population 7,000. Commission-manager charter effective April 1919. L. Mitchell, manager, salary \$3,000.

After five months under the new plan the manager reports:

"Paid off \$53,000 old debts of the city and reestablished our credit.

"Ordered \$100,000 bond election for street improvements.

"Added 122 new water customers to the books.

"Completed plans to purchase sewer system from private company.

"Started building campaign and permits issued so far this year exceed those over corresponding period of preceding year by 63.

"Helped to organize a successful chamber of commerce and a building and loan association."

Mr. Mitchell is 30 years old, a graduate engineer and served as city manager at Mangum, Oklahoma, prior to his appointment at Lufkin.

### Improvements Paid For by Earnings

**Bryan**, population 6,295. City-manager charter effective July 1917. H. A. Burger is acting manager pending appointment of successor to J. W. Greer, who was recently promoted to Tallahassee, Florida.

During 1919, Bryan has continued to live within its income.

Two miles of sewer extensions have been made and a successful sewage disposal plant placed in operation.

The water system has been so improved that the cost of

pumping has been greatly reduced and the supply increased. An incinerator has been erected and is operated without cost of fuel as the waste itself is utilized.

A patrol system keeps the streets in first-class shape and regular collection of trash enhances the appearance and sanitation of the city.

Before leaving Bryan, Mr. Greer reported: "We carried the power plant bond issue, bought the plant, started operating it October 1 and cut the cost of production to the city 60 per cent. the first month. This insures the return of the full purchase price of the plant and its improvements to the tax payers out of earnings alone in about 7 years. The cost of the plant was \$100,000."

(Previous report Fifth Yearbook, page 46)

### **Eleven More Texas Towns**

**Beaumont**, population 40,422. Council-commission-manager charter effective May 1920.

The Beaumont charter closely follows that of Sherman, Texas, in providing for a larger council which in turn selects two of its own members who serve with the mayor as a commission. This commission appoints the manager and cooperates with him more closely than does the larger council.

**Amarillo**, population 15,494. Commission-manager charter effective December 1913.

S. B. Motlow, the fourth manager, was appointed January, 1920. Mr. Motlow was clerk of the Potter County court prior to his becoming manager.

(Previous report Fifth Yearbook, page 30; Second Proceedings, page 64; First Proceedings, page 11).

**Brownsville**, population 13,180. Commission-manager charter effective January 1916. George Groupe, the third manager was appointed February 1920; salary \$5,000.

Mr. Groupe is an engineer by profession. He was superintendent of the water works system at Cleburne, Texas, prior to his appointment as manager.

**Brownwood**, population 10,500. A modified charter effective April 1916. E. B. Brashear, the third manager, was appointed February 1919; salary \$2,400.

**Terrell**, population 8,400. Commission-manager charter effective April 1919. J. P. Kittrell, manager; salary \$2,400. He is 49 years old and managed public utilities for twenty years.

**Taylor**, population 8,200. City manager charter effective April 1914. A. V. Hyde, the third manager, was appointed

April 1918; salary \$2,000. Mr. Hyde is 38 years old and an accountant by training.

(Previous report Fifth Yearbook, page 41).

**Yoakum**, population 7,500. Commission-manager charter effective April 1915. J. V. Lucas, the second manager, was appointed November 1919.

(Previous report Fourth Yearbook, page 116).

**Denton**, population 6,830. Commission-manager charter effective April 1914. H. V. Hennen, the third appointee, with the title of "mayor" instead of "manager" assumed duties May 1919; salary \$2,000. He was a school teacher, merchant and later county tax collector.

**Stamford**, population 5,000. Commission-manager charter effective June 1918. H. J. Bradshaw, the second manager was appointed last year.

(Previous report Fifth Yearbook, page 47).

**Teague**, population 3,760. Position of manager created by ordinance April 1915. C. E. Johnson, the third manager, was appointed last year.

**Lubbock**, population 2,880. Commission-manager charter effective 1918. Martin S. Ruby, manager.

## OKLAHOMA

Eleven of Oklahoma's twelve manager cities have adopted standard commission-manager charters. The eleventh, Weatherford, was already operating under a commission plan and simply created the position of manager by ordinance. Several of the other cities experimented with the commission form before advancing to the commission-manager class.

### **Manager Removed from Political Influence**

**Mangum**, population 4,770. Commission-manager charter effective November 1914. R. B. Snell, the fourth manager, was appointed January 1919; salary \$1800.

The city attorney writes:

"The city manager form of government which has been in operation here for the past six years has in my opinion been overwhelmingly superior to the councilmanic form of government theretofore existing.

"The principal advantage obtained by this form of government has been to place the responsibility of handling the details of the government in the hands of one man who is required to devote his entire time and attention to the city's business.

**"The manager is completely removed from politics and po-**

litical influence in so far as it is humanly possible; hence you can readily see the multitude of advantages to be obtained by the city under that kind of management; it saves money, strife and political preferment.

Mr. Snell is a mechanic by trade and served as commissioner prior to his appointment.

(Previous report Fifth Yearbook, page 47).

### Swap Horses Toward Motor Truck

**Coalgate**, population 4,000. Commission-manager charter July 1914. Leslie E. Bay, the third manager, was appointed August 1919; salary \$1620.

When the present manager assumed his duties, the various city departments were in badly run down condition. The water supply was so meager that it could be furnished for domestic purposes only about six hours a day. The street lights refused to burn without constant coaxing, the sewer system was stopped up in several places, the disposal plant was out of business, and the streets in bad shape.

During the past four months the water system has been overhauled, the supply increased 20 per cent, storage basins kept filled, and operating expenses reduced 16½ per cent. Street lighting has been greatly improved by the appointment of volunteers in the various sections of town who report defects at once so that the city is now well lighted. The sewers have been cleaned and flushed and the disposal plant is about to be rehabilitated.

The city has graded 46 blocks of dirt streets and hard surfaced 2 blocks through the cooperation of property owners. Several new culverts have been constructed and additional paving contracted for.

The fire equipment consisted of two old horses about 14 yrs. of age, one worn out fire wagon, 2,000 ft. of hose, one chemical tank and two ladders. The manager swapped the horses to a farmer for \$50 more than the price set by the city commission, bought a motor truck and equipped it with the body of the old wagon, a chemical tank and hose and thus has motor fire apparatus. As to the saving, the manager writes: "It was costing the city about \$2.00 per day to keep the team and it is now costing us an average of \$8.00 per month to keep the truck. This will be reduced as soon as the firemen get through showing it off. They are proud of it and enjoy driving it through the streets and letting people know what became of Ned and Dan and \$1,700 of city funds."

In Coalgate, the manager is obliged to serve also as police judge. It is noteworthy that during the past eight months the

fines have amounted to \$995 whereas for the full year preceding they totaled but \$358.

Mr. Bay is 33 years old and served 18 months as secretary-treasurer of Coalgate before promotion to the office of manager. He is also experienced in management of public utilities. He writes: "The new plan has proved to be more efficient economy and satisfactory to the tax payers."

### Start Improvements at Once

**Walters**, population 3,600. Commission-manager charter effective September 1919. W. B. Anthony, manager, salary \$3,000.

Within the past 12 months the population has trebled on account of discovery of oil. Since the new plan became effective, \$45,000 has been spent for improvements to the water works, electric light system and sewers and an additional \$75,000 may be spent soon. Natural gas from the city's own fields is used as fuel for both domestic and manufacturing purposes. The city also has authorized the paving of 56 blocks and specifications have been prepared.

Mr. Anthony is 48 years old, a business man. He served 8 years as mayor of Marlow, a neighboring Oklahoma town, and held important state offices. He writes: "While the manager form is still on trial in Walters, I am positive that the beneficial results secured so far have convinced every observant citizen of the wisdom of this plan of government."

### Turn Deficit Into Gain

**Weatherford**, population 3,000. Position of manager created by ordinance of the commission July 1917. Glenn A. Critchfield, the third manager, was appointed June 1919; salary \$1,700.

Under the new plan the tax rate has been kept below the allowance of 6 mills whereas formerly it was necessary to vote extra levies. The saving has been large enough to permit the motorization of all street and fire equipment.

The water, light and ice plants have been put on a profit making basis and show a net gain of \$3,000 the past year as compared with a previous annual loss of more than \$7,000.

Mr. Critchfield is 26 years old and an electrical engineer.

**Muskogee**, population 50,000. Commission-manager charter effective April 1920. R. P. Harrison, manager; salary \$6,000.

**McAlester**, population 19,000. Commission-manager charter effective November 1919. E. M. Fry, manager; salary \$5,000.

Mr. Fry is 45 years old, is a trained surveyor and was as-

sistant superintendent of the Oklahoma state penitentiary prior to his appointment.

**Nowata**, population 8,000. Commission-manager charter effective April 1920. James C. Manning, manager; salary \$4,200.

Mr. Manning is 39 years old, a civil engineer experienced in public utilities. He served as manager at Hays, Kansas, for one year before being promoted to Nowata.

**Norman**, population 6,240. Commission-manager charter effective September 1919. W. J. Gater, manager.

Mr. Gater writes: "The manager form is proving to be a great success and will make a saving of about \$1,200 this year."

**Pawhuska**, population 6,000. Commission-manager charter voted 2 to 1, April 1920; effective soon.

**Sallisaw**, population 3,000. Commission-manager charter effective November 1919. Fred E. Johnston, manager; salary \$3,000.

Mr. Johnston is a graduate engineer and served as captain of engineers overseas. He is 31 years old.

**Collinsville**, population 2,500. Commission-manager charter effective January 1914. F. A. Wright, the second manager, was appointed May 1916; salary \$1,800.

Mr. Wright is 35 years old and was an accountant and newspaper man before becoming manager.

(Previous report Fourth Yearbook, page 124).

**Madill**, population 1,760. Commission-manager charter effective November 1917. A. P. Marsh, the third manager, was appointed May 1918; salary \$1,800.

Mr. Marsh is 52 years old and was formerly a wholesale merchant.

(Previous report Fourth Yearbook, page 122)

## PACIFIC COAST CITIES UNDER MANAGER GOVT

It can hardly be charged that the city manager idea is the possession of any one section of the country, since the four leading states are Michigan, Texas, Virginia and California—North, South, East and West. At present there are 15 California cities claiming some variety of city manager government. Oregon with her single city manager is entitled to a bit of credit as La Grande was the first town west of the Rockies to adopt a commission-manager charter.

### CALIFORNIA

Only six of California's cities have created the position of manager by charter. The others are for the most part cities of

the sixth class and are not permitted under the state law to adopt "home rule" charters and have done the next best thing by passing ordinances providing for the position of manager. All classes of cities but this latter group are permitted to draft their own charters and the last legislature tried to extend this privilege to the smaller towns but the governor's veto postponed the movement. The largest city on the list, San Diego, does not belong in the group of real city manager municipalities, since its manager of operations, though commonly referred to at home and abroad as a city manager has no control over many city activities usually supervised by the manager. Such cities as San Jose, Alameda and Santa Barbara, however, have done much to advance true commission-manager government.

### San Diego's "Near Manager" Plan Succeeds

**San Diego**, population 95,000. Position of manager of operations created by ordinance May 1915 in accordance with amendment to city charter. Wilbur H. Judy, the second manager was appointed May 1919, succeeded Fred M. Lockwood; salary \$4,000.

The bureaus under control of the manager of operations are inspection, engineering, streets, public buildings, pueblo lands, mechanics, water, sewers, and garbage collection. The combination of these bureaus under the supervision of a single executive is a long step toward the city manager idea and has produced satisfactory results. The past year has been a retrenchment period and the budget for the operating department was reduced \$50,000, but out of added savings the manager was able to provide funds for extra work not authorized in the budget to the extent of \$51,000 and finish the year with a \$7,000 balance. The offices of city engineer and superintendent of streets have been combined with highly satisfactory results. A careful system of records is in operation and a series of valuable surveys and plans completed.

The transfer of tide lands from the city to the United States Government in connection with the construction of the U. S. Marine Base and Naval Training Station, required extensive and careful engineering work on the part of the city.

The city farm on pueblo lands has recently been transferred to the operating department and 7,000 acres have been plowed and sowed to grain. The pueblo lands belonging to the city will soon be made very valuable by the construction of water transmission lines to furnish irrigation. The city cannot sell this land but will lease tracts for farm purposes.

All water service in San Diego is metered, 15,320 meters being in service, of which 1,359 were added last year together.

with an increase of nearly two miles of service pipes and mains.

In April 1919 the people voted for "free" garbage collection and the problem of equipping and operating the new bureau of garbage collection has been satisfactorily worked out. Under the new plan the expenditures of the operating department have been materially decreased. During the "war year" 1918 they amounted to but \$609,000 as compared to \$964,000 for 1914, the year before adoption of the manager plan.

Mr. Judy is 35 years old, a graduate mechanical engineer with considerable experience in construction work.

(Previous report Fourth Yearbook, page 103).

### Lowest Fire Loss in History

**San Jose**, population 40,000. Commission-manager charter effective July 1916. W. C. Bailey, the second manager, succeeded Thomas H. Reed, July 1918.

The city manager reports as follows:

"The greatest problem in San Jose, for the last year has been to make ends met.

"Like many other cities the tax rate is limited by the charter to \$1.00. The assessing is done by the county assessor so that it is impossible for the city to raise the assessment or the tax rate. In addition to the regular tax the city formerly received from \$75,000 to \$100,000 a year excise license. Thus with a limited income and increasing war prices it has been a herculean task to maintain service and pay the bills.

"San Jose is on an absolute cash basis and no bill is contracted until there is money in the treasury with which to pay.

"Under such circumstances the following figures are self-explanatory:

"For the first year under the city manager plan, 1915-16, the receipts were \$433,423, with a disbursement of \$435,201.

"For the fiscal year ending December 1st, 1919, the receipts were \$404,250, with a disbursement of \$375,542.

"Thus it will be seen that though our receipts are about \$30,000 less than they were four years ago, our disbursements are about \$60,000 less;—this in the face of prices almost double what they were four years ago.

"We actually enter the fiscal year of 1919-20 with an unencumbered balance of \$42,000, which added to our tax receipts and some business licenses will carry us through this present critical year when our entire excise tax is cut off.

"All of the service of the city has been maintained in practically normal condition. As an evidence of the efficiency of our fire department our fire loss for the year is 50c per capita,

the lowest in the history of the city, and extremely low when compared with the United States average.

"All branches of the city government are running smoothly and efficiently, and as soon as arrangements can be made for securing more income, our organization is in such shape that we will be able to do those things for civil betterment which a real city manager form of government has the opportunity to accomplish."

During a temporary financial stringency Mr. Bailey contributed \$150 of his own salary a month toward the expenses of the influenza epidemic. He is a graduate doctor of medicine and was formerly president of the San Jose Chamber of Commerce and has had a successful business career.

(Previous reports Fifth Yearbook, page 25; Fourth Yearbook page 106)

### Marked Economies at Alameda

**Alameda**, population 32,000. Commission-manager charter effective May 1917. Charles E. Hewes, manager; salary \$5,000.

A comprehensive zone ordinance dividing the city into eight classes of districts has been adopted and is now in operation. Some of the features of this ordinance include the prevention of the construction of any form of business structure within residence districts; the prohibition of erection of residences in industrial areas and the segregation of odorous and otherwise obnoxious businesses into certain definite limits.

Some 5 acres of added park lands have been purchased on the "pay as you go" plan. Payments will be made in four annual installments. Tree trimming has been placed on a scientific basis resulting in added beauty to the trees and enjoyment to the citizens.

The weed cleaning ordinance has been strictly enforced, the work done at minimum cost and charged to the property owner. and all park areas and vacant lots kept clean.

Prior to 1919, street sweeping was done by contract at a cost of 10 cents per 1000 yards. This year it has been handled by the street department at  $3\frac{1}{2}$  cents. Under the contract system the maximum number of sweepings in any street was three a week. Now the principal streets are swept twice a day and practically five times the previous area is now kept clean. The total cost of street cleaning, in spite of increased prices of labor and material, is less than 44 per cent. of the cost under contract.

Garbage has been sold under contract to a hog raising firm at \$3.50 per ton at the city dumping ground. This revenue amounted to \$1,525 which, added to the saving of \$480 formerly paid for a dump supervisor, nets the city over \$2,000.

The street department equipment is being motorized and be-

sides yielding a material increase in volume of work performed there has been a saving of some 25 per cent in cost of operation. In street repair work better materials have been used and the price of labor has been increased, yet there has been a saving of some \$200 per sq. mile effected by efficient methods.

An intensive study of the water supply problem is being made.

Tubercular cases, cases of extreme poverty and general social welfare have been given careful attention. The work of the health visitor has been quite extensive and has given "a human touch" to the city's work.

Mr. Hughes is 36 years old and a civil engineer. He served as city manager at Alhambra, California from July 1915 to May 1917. He writes: "The new plan of government is working out very well. The general public appear to be satisfied and we are frequently receiving volunteer comments approving both the scheme and the work done. I am fully satisfied that the citizens of this city would not now consider any other form of government."

(Previous reports Fifth Yearbook, page 27; Fourth Yearbook, page 107).

### Public Safety and Health Increased

Santa Barbara, population 20,000. Commission-manager charter effective January 1918. The third manager, Fred L. Johnston was appointed March 1920; salary \$4,000.

Santa Barbara has been growing rapidly and during 1919 the increase in valuation exceeded \$2,500,000. Due to increased prices and a larger program of construction the tax rate for 1919 was increased 18c per hundred. The 1920 budget reduces the tax 12c although the county tax for the same period is to be raised 60c.

The fire department has been brought to a high state of efficiency and call men are being replaced by full paid firemen. The fire loss per capita last year amounted to but 19c and the percentage of loss to values involved less than .004, a remarkable record. The spare time of the firemen is utilized for city work. The men have remodeled the old park station, designed and built a heating plant for the jail, designed and constructed sanitary iron beds in the cells, designed and made street signs for the entire city and painted the city automobiles. The estimated saving thus effected totals \$4,800.

Infrequency of arrests may either indicate a shiftless police force or a well behaved public. In Santa Barbara the figures have both meanings, but at different times. A reorganization of the police department brought about a period of strict law enforcement, as indicated by the reports. In October, 1918, un-

der the old regime 136 arrests were made. In November, the first month under the new regime, the arrests numbered 219 and in December 238. As a result of the severity and vigilance violations of law immediately began to decrease. January showed 220 arrests; February 198; March 185 and so on until June 1919, there were but 130 arrests necessary, many of them merely for minor traffic violations.

Prevention of crime is emphasized. To quote the police rules "it is greater credit to arrest crime than to arrest criminals." The bureau of criminal identification is an important part of the police department and the local files contain some ten thousand prints and photographs.

All purchasing has been centralized in the manager's office and the city has a general storehouse, automobile repair shop, motor repair shop and blacksmith shop.

In an effort to reduce infant mortality, a public clinic has been established. Over 200 babies were treated with most encouraging results.

A shortage in the water supply during the year made it necessary to restrict the sale of water with a consequent loss of revenue. The Gibraltar Dam was completed in November and the city is now safeguarded against the repetition of such shortage. Some 2½ miles of 10 inch and 18 inch redwood pipe were laid in 1919 and 103 new surface connections made.

The city has purchased and operated an asphalt plant and is now able to eliminate the disagreeable feature of having to wait until repair work has piled up sufficiently to make the employment of a contractor worth while. Paved streets are now kept in good condition. Unpaved streets have been vastly improved as the city has purchased a 12 ton gasoline road roller, a grader and a Ventura scarifier.

Construction of a sewage disposal plant has solved a most serious health problem, by keeping the beaches clean. Heretofore the shore has been covered by sewage washed back from sewer outfall. "The condition was filthy in the extreme and a menace to health." Since installation of the plant, this condition has been completely cured and the ocean front of Santa Barbara is one of the cleanest on the coast.

The annual report, published in July 1919 is well illustrated makes excellent reading and indicates that Santa Barbara has a modern, scientific accounting system.

Robt. A. Craig who served as manager until January 1920 is 37 years old and a graduate mechanical engineer. He served as manager at Phoenix, Arizona, for four years prior to his appointment at Santa Barbara.

### Bakersfield Makes Good Record

Bakersfield, population 20,000. Commission-manager char-

ter effective April 1915. F. S. Benson, the second manager, who was appointed May 1917 served till May 1919, and was reappointed July 1919; salary \$4,000.

During the past year, Bakersfield has:

Increased the salaries of the city employees;  
Established two-platoon system in fire department;  
Constructed two and one-half miles of paving;  
Completed thirty-four blocks of grading and oiling;  
Let contract for two new sewer districts;  
Operated free dental clinic for school children;  
Established a day nursery;  
Reestablished a free employment bureau;  
Opened up free automobile camp ground with kitchen, dining room and other conveniences;

Enlarged its parks;

Paid special attention to public health with the result that there have been no epidemics and the city schools have not been closed on account of illness.

The city has kept within its budget without voting bonds or special taxes and without handicapping any department.

Mr. Benson is 56 years old. He was a school teacher for ten years and later served as county official. He is trained as an accountant, newspaper man and ran a ranch for seventeen years.

### A Clearing House for Trouble

**Glendale**, population 11,500. Position of manager created by ordinance May 1914. T. W. Watson, manager; salary \$2,400.

At the time of adopting the manager plan Glendale had a population too small to permit its drawing up a commission-manager charter. The population has gradually increased, however, and there is now a definite movement on foot to replace the present plan by one conforming more nearly to the standard type.

In a recent address the mayor of Glendale, refers to the office of the city manager as "primarily a clearing house for trouble"—"the board is not confronted with many small difficulties that arise in the administration of the city's affairs. These are handled by the manager so that the board can meet at the regular sessions and transact such business as is required without spending hours going into small details which would otherwise be the case."

Practically all city departments are now supervised by the manager, his powers and duties having been increased from time to time.

Glendale has a modern budget system; a practical system of assessment for public work and gives immediate attention to complaints and requests for information.

Mayor Muhleman concludes his address: "The city manager plan as applied to Glendale is in every way successful. It operates to save money for the tax payer, it augments the service of every officer and employee of the city and put in the hands of a careful man, a good executive officer, and a man of vision, such as Mr. Watson, our city manager, redounds to the benefit of every citizen in the city."

Glendale has voted upon the improving of its water system. Electric equipment is being purchased and plans are under way for installing a municipal telephone system.

Mr. Watson had no special training for his new profession other than a general acquaintance with city affairs.

(Previous reports Fifth Yearbook, page 36; Fourth Yearbook page 112).

### Many Ways of Saving Money

**Alhambra**, population 10,000. A modified commission-manager charter effective July 1915. Grant M. Lorraine, the third manager, was appointed January 1917; salary \$2,700.

Shortly after the manager plan was established the city purchased a water system. The transaction was so well handled that the value acquired by the city is approximately \$25,000 in excess of the purchase price. The cost of operation averages \$14,100 less per year than when the plan was privately owned. It is estimated that during the three years, business methods of conducting city work have resulted in a saving of \$11,800 and other adjustments recently made are earning in addition to this more than \$3,500 per year.

Installation of a master meter in the power plant produces a saving of \$2,000 per year. By establishing a scientific method of handling interest and sinking funds of the water works bonds there will be a saving to the city estimated at \$30,240 during the life of the bonds as compared to former methods of handling such matters.

Careful investigation showed that it was costing the city 22 per cent per year to maintain streets. Methods have been changed and the ultimate saving is placed at \$4,100 per year. Modern equipment has been purchased for the street department and the saving brought about represents more than 50 per cent profit on the investment.

The manager concludes a recent report: "In my opinion, the employment of business-like methods and the coordinated development of city problems is more readily accomplished under the city manager plan than under the old form of government."

The Alhambra charter differs from the usual type in following more closely the old style commission plan, placing members of the commission at the head of the various departments,

thus minimizing the usual powers of the city manager. In fact, it has been charged by a former manager that politics occasionally enter into Alhambra's city government, in an attempt to make of the city manager "only a rubber stamp for the conduct of the city's business."

Mr. Lorraine is 39 years old a civil engineer and served as city engineer and street superintendent in Alhambra for some time before being promoted to the managership upon the resignation of F. L. Hilton.

(Previous reports Fifth Yearbook, page 39; Fourth Yearbook, page 114).

### **Abolish Vice and Clean Up City**

**Pittsburg**, population 7,000. Position of manager created by ordinance September 1919. Randall M. Dorton, the second manager, was appointed November 1919; salary \$3,000.

A recent editorial from a Pittsburg paper indicates that the city manager not only conducts municipal affairs but already has become a community leader. He is credited with having organized a chamber of commerce and a chapter of the American Legion and with having been largely responsible for the carrying of an election authorizing \$440,000 worth of bonds for municipal improvements.

Law enforcement has started by cleaning up of the gambling dives, removing slot machines, enforcing the pool room ordinance, abating houses of prostitution, enforcing the garbage ordinance and attending to "many minor evils and nuisances" to the end that the city is fast being made a cleaner and better place in which to reside and raise a family.

Incidentally "the fines paid into the city treasury in the past few days amounted to enough to pay the salary of the city manager for the entire time of his occupancy of office."

Revenue is being secured from sources hitherto overlooked and finances have been placed on a sound budget basis.

The proceeds from the bonds will be used to construct a city hall, and memorial library, street and sewer improvements and equipment for the fire and street cleaning departments.

Mr. Dorton is 28 years old, a graduate in political science, served as captain overseas, and was executive secretary of the Oakland War Camp Community Service at the time of his appointment.

### **Add \$1,000,000 to Rolls by Scientific Assessments**

**Redding**, population 5,000. Manager plan created by ordinance October 1918. Ernest A. Rolison, manager; salary \$2,400.

As is often the case, the position of manager at Redding has

been largely a matter of evolution, thus Mr. Rolison had charge of many of the city's departments from January 1916, and as his duties were increased the position of manager was created largely to name a job already effective.

Confronted by a loss of revenue resulting from prohibition, Redding called in tax specialists to revise the assessed valuations with the result that the tax roll has been increased from \$1,500,000 to \$2,500,000 and the loss has been more than compensated. A modern budget system has been placed in operation.

During the past year an extensive paving program has been carried out and streets gradually improved by means of modern equipment.

Health has been conserved by establishing a mosquito abatement district and by enforcing the purification of the city water supply with the result that there has not been a single case of typhoid in four years.

The municipal summer resort proved popular last summer and the city is now constructing a ten acre park which will contain an automobile camping ground, baseball park, athletic track and playground.

Mr. Robinson is 34 years old and trained in electrical and civil engineering.

(Previous report Fifth Yearbook, page 49)

### **Less Waste of Time and Money**

**Anaheim**, population 3,255. Ordinance creating position of manager passed November 1919. O. E. Steward, manager.

As in the case of Redding, Anaheim has given the title of city manager to its former city engineer and superintendent of streets at the same time increasing his duties to cover other departments. The manager writes:

"We are keeping the city business in continual operation. There are no periods of waiting between meetings of the board of trustees. We are accomplishing things in a much shorter time and at less expense than under the old method. There is no opposition manifest."

Anaheim is making rapid progress in the field of public welfare. A twenty acre public park has recently been presented to the city and municipal band concerts are proving popular. Plans for a civic center will be presented at an election soon.

### **Many Duties, Small Funds**

**San Anselmo**, population 2,500. Manager plan by ordinance November 1917. C. A. Macomber, manager; salary \$1,800.

San Anselmo's limited finances and bad streets are proving serious obstacles to the city manager who is required to serve

not only as manager but as marshall, street superintendent, tax and license collector. Under his various aliases he seems quite ready to take orders from himself as manager but has difficulty in carrying his instructions out, because of lack of funds.

There is a movement on foot to abolish the manager plan, but a recent issue of the local paper indicates that the manager idea has some strong supporters.

Mr. Macomber is 65 years old and has had a general business career. Report of his resignation has just been received.

(Previous report Fifth Yearbook, page 55).

### Manager Plan by Evolution

**Coronado**, population 2,500. Ordinance creating position of manager effective January 1920. G. F. Hyatt, manager; salary and fees \$2,100.

Coronado furnishes another example of a town which developed the position of manager by evolution. Mr. Hyatt has served as city engineer since September 1918, and his duties increased so that his present position is new in name only altho a few added responsibilities have been placed upon him.

Mr. Hyatt is 26 years old, an engineer trained in municipal work.

### A Decided Success

**Paso Robles**, population 2,000. Manager plan created by ordinance April 1918. William Ryan, the second manager, was appointed April 1919; salary \$2,000.

The plan is reported as having proved "a decided success" and the manager has been retained for the coming year at increased salary. Municipal improvements to the amount of \$175,000 including extensive street paving and the construction of an electrolier system are under way.

Mr. Ryan is 40 years old and a mechanical engineer.

**South Pasadena**, population 5,600. Manager plan adopted by ordinance January 1920, effective March 1, 1920, with R. V. Orbison as manager.

**Salinas**, population 4,000. City-manager charter was adopted last summer and gives the council the power to appoint a manager "if they think it beneficial to the interest of the city." No manager has been appointed to date, but recent newspaper clippings indicate that one will be soon.

## OREGON

### Debt and Taxes Reduced

**La Grande**, population 6,000. Commission-manager charter effective October 1913. John Collier, the fourth manager, was appointed January 1919; salary \$1,800.

The annual report of La Grande for 1919 shows that since the new plan was adopted the bonded indebtedness has been reduced from \$275,000 to \$190,000, and the tax rate decreased from 17.5 to 12.4. Under the old system the city had a floating debt of over \$100,000, the city warrants were discounted 10 per cent and the bank reluctant to take them at any price. Now no expenditure is allowed without due authorization and funds in the bank to cover. During 1919 the city has paid off \$50,000 municipal bonds, reduced the floating debt \$25,000 and liquidated \$50,000 improvement bonds not included in the totals mentioned above.

Camping grounds for tourists, a golf club and use of school property for play grounds and social centers are projects now under consideration. During the year there have been no disastrous fires and the per capita loss was less than \$1.00. The fire department has been improved.

**A municipal employment bureau is in operation and serves also as a clearing house for complaints and public information.**

Law enforcement has been stringent the past year and more arrests and fines recorded than previously yet there has been less friction and the respect for police officers has been increased.

An experienced hydraulic engineer was employed to make a comprehensive survey of the water situation and as a result of his report a modern and efficient water system is to be installed. Extensive additions to the city's mains and service pipes have been made and all leaks repaired. Concrete meter boxes made by the city have been substituted for wooden ones.

Mr. Collier is 63 years old, experienced in general business and municipal finance.

(Previous report Fifth Yearbook, page 44.)

## BOROUGH, TOWN, AND CITY MANAGERS 'DOWN EAST'

"Down East" is a general term, and its meaning depends upon where you are standing at the time. As applied to this series, it includes New England, New York, and Pennsylvania, with an appendix for Canada, whose four manager municipalities are in Quebec and New Brunswick, not far from the New England border.

### NEW ENGLAND

New England holds the palm for conservatism, as prior to 1918, Norwood, Massachusetts, with a modified manager charter was its only heretic to time honored political traditions. At present, there only only five New England managers.

## MASSACHUSETTS

**Waltham**, population 33,000. Commission-manager charter effective January 1918. Henry F. Beal, the second manager, succeeded C. A. Bingham, January 1920; salary \$5,000.

Mr. Bingham has furnished the following summary of achievements:

Salaries and wages increased from 1917 to 1919 54 per cent; materials increased 82 per cent; tax rate 8 per cent. Every street in the city oiled and practice of assessing abutters for \$10,000 discontinued. Two new schools costing half a million built in 1919.

Street department combined with sewer, water and engineering departments, into a public works department, eliminating \$1,800 in salaries and saving many thousands in combining available equipment and men, besides assuring permanent force of experienced men to be used on any work. \$3,200 saved on early contracts for street oils for 1918 and \$5,000 for 1920 contract.

First municipal bulletin by employees initiated and continued monthly to an edition of sixteen pages or more. Departmental bowling leagues, superintendents' dinners, and other forms of recreation used to bring about cooperative spirit between city officials.

\$70,000 of Government food and supplies sold the citizens at exact Government prices, being the first city in New England and third in the country to do this. \$3,000 saved the citizens on one carload of flour alone.

Water consumption reduced 33 per cent by meters and leak surveys, and a \$300,000 new supply indefinitely postponed.

Branch library established and a series of lectures on municipal subjects by city officials carried on.

Contracts for practically entire supplies of 1920 materials closed in 1919 at saving of thousands in addition to securing early deliveries. Cash discounts continued to more than pay for entire purchasing force.

Budget of \$1,250,000 passed one week after the close of the financial year.

Community street dancing and free movies successfully carried out. All city officials and employees made to understand that any success in the various departments was caused by their help, and citizens were encouraged in coming to the city hall and being personally conducted thru any and all departments. City hall switchboard used as complaint bureau and also for outgoing inquiries as to the condition of municipal service rendered in various districts."

Mr. Beal is 41 years old, trained in engineering, and served

as director of public works prior to his promotion to the managership.

(Previous reports Fifth Yearbook, page 26; Fourth Yearbook, page 107).

### Five Years of Satisfaction

**Norwood**, population 14,000. Modified manager charter effective January 1915. William P. Hammersley, the second manager, was appointed to succeed C. A. Bingham, March 1918; salary \$4,000. Mr. Hammersley reports for the year 1919:

"Increased our surplus in the public service department, from \$23,700 in 1918 to \$33,700 in 1919;

"Granted 21 per cent salary increases to heads of departments; 25 per cent to mechanics, and 34 per cent to laborers;

"Increased local tax rate but 10 per cent while the State tax was increased 15 per cent and the county tax 35 per cent.

"Completed \$300,000 high school building;

"Established laboratory for analysis of milk and foods and maintained regular inspections."

A recent letter states:

"The town of Norwood at its annual town meeting held March 11, 1920, passed unanimously every item in budget and warrant, **not one dissenting vote being cast**. This plainly shows the attitude of the citizens toward the 'manager plan.' The meeting was the most harmonious ever held."

Mr. Hammersley is 44 years old with a long experience in municipal engineering. His salary has been increased three times during the past two years.

(Previous reports Fifth Yearbook, page 34; Fourth Yearbook, page 111; Third Proceedings, page 76; Second Proceedings, page 81).

## MAINE

### City Finances Put on Sound Basis

**Auburn**, population 18,000. Commission-manager charter effective January 1918. Edward A. Beck, the second manager was appointed February 1919, to succeed Harrison G. Otis; salary \$5,400.

The tax rate for the year 1919 was increased from 23½ mills, the lowest of any city in the state to 31 mills, so as to permit liquidation of a large inherited floating debt and much needed public improvements.

Year's expenditures \$61,032 under appropriation which included a \$17,003 emergency reserve fund. Revenue exceed-

ed expenditures by \$58,551. Cash balance \$39,168. First year in over twenty which closed without a deficit.

Eliminated floating debt in part from current revenues, the remainder by funding, leaving the city free from floating debt at close of year for the first time in its history.

City's net debt (liabilities less quick assets) reduced \$14,636 after bonding for improvements, second successive year compared to an increase each year since 1910 with an increase of \$21,179 the last year under the old form of administration.

Municipal proprietary interest (all resources less liabilities) increased \$76,349.45 or over 12 per cent.

Civil Service for police and fire departments made operative.

Improvements in health department with plans for a full time health officer.

Establishment of highway patrol system. Highway maintenance improved at a net expense of \$9,256 under preceding year. Year's highway construction included over two and one-half miles or approximately one-half of city's entire former paved mileage.

Stone crusher plant established to furnish material for future construction.

Plans for establishing city blacksmith shop completed.

Police alarm system installed.

Plans under way for new modern fire alarm equipment.

Street lighting expense reduced approximately 10 per cent.

Plans for an office building to provide for all city offices under one roof.

Mr. Beck is 34 years old and a graduate civil engineer. He served as borough manager of Edgeworth, Pa., and city manager at Goldsboro, North Carolina, prior to his appointment at Auburn.

(Previous reports Fifth Yearbook, page 31; Fourth Yearbook, page 108).

## CONNECTICUT

**West Hartford**, population 5,620. Manager plan adopted by vote at the town meeting July 1919. B. I. Miller, manager; salary \$4,000.

Mr. Miller is 51 years old, has had a general business training, and served eight years as first selectman of an adjoining town prior to becoming manager.

## VERMONT

**Springfield**, population 8,000. At a recent town meeting, the board of selectmen was empowered to employ a town manager. John B. Wright is "municipal manager."

## NEW YORK

In New York the manager plan may be adopted by any one of three methods.

1. Special charter authorized by special act of the legislature;

2. Adoption by referendum of "Plan C", the city manager plan as provided by general statute;

3. Creation of the position by ordinance as the case of Watervliet, which adopted "Plan B" of the optional cities act, the Galveston style commission plan, the commissioners being permitted to manage city departments through such officers as they might create.

Unfortunately, the optional cities act does not call for non-partisan election, yet in both Watertown and Watervliet, the citizens have elected commissioners on non-partisan tickets, in the former case overturning a very strong Republican majority and in the latter defeating a Republican-Democratic fusion ticket.

Niagara Falls and Newburgh were the first two New York manager cities, the former having a special charter, the latter adopting "Plan C".

To date but 6 New York cities have city managers.

### Settled Down to Steady Progress

**Niagara Falls**, population 55,000. Commission-manager charter effective January 1916. Edwin J. Fort, the second manager, was appointed September 1918, succeeding O. E. Carr; salary \$6,000.

Niagara Falls has settled down to a steady progressive program which the manager states is "very substantial but not spectacular nor startling."

During the past year more than 3,000 water meters have been added to the water system and all services are now metered.

Several acres of land have been acquired for the construction of a municipal yard which will contain the asphalt plant and all equipment of the public service department and will furnish a storage place for materials of all sorts.

An extensive paving program has been started and four miles of construction authorized for this year.

The city ordinances have been completely codified and will be published for the first time. This will place the police and the public in a better position for law enforcement.

Modern zoning ordinances have been completed and enacted by the council.

The city has established a motor repair shop and repairs its own motor vehicles with greater speed and economy. This re-

pair shop is used by the board of education for instructing the high school pupils and others.

Mr. Fort is 50 years old, a graduate civil engineer with long municipal experience.

(Previous reports Fifth Yearbook, page 23; Fourth Yearbook, page 104; Third Proceedings, page 77).

### Improvements Planned at Auburn

**Auburn**, population 36,142. Commission-manager plan effective by adoption of "Plan C" January 1920. John P. Jaeckel, manager; salary \$4,000.

The first six months under the new plan the city operates under the balance of the budget adopted by the previous administration.

A program of street improvement will be developed to care for the paving which has been permitted to go to pieces during the past three years.

It has been decided to place the fire department on a two-platoon system and fire equipment will be motorized.

Heretofore garbage and waste have been collected under a contract system but these functions will now be taken over by the city.

The manager is an advocate of non-partisan city government and feels that in spite of the handicap of the political features of the new charter the city administration is pledged to a thoroughly businesslike conduct of affairs uninfluenced by political consideration.

Mr. Jaeckel is 54 years old, trained as a business executive and has held responsible city and state positions.

### Better Government In Spite of Politics

**Newburgh**, population 30,000. Commission-manager form effective by adoption of "Plan C" January 1916. W. Johnston McKay, the fourth manager, was appointed January 1920; and voluntarily had his salary reduced from \$5,000 to \$3,600.

Those who have studied the Newburgh situation are convinced that partisan efforts have in no way diminished since the adoption of the manager plan. In fact, the position of manager has been considered the most attractive of political plums, yet in spite of this handicap, Newburgh has enjoyed better city government than ever before.

The incoming manager explains his appointment as follows:

"You know some men fish; some play poker, and I am one of the fellows unfortunate enough for a number of years to get mixed up with local city affairs, and after my complaining how things were being done by others, they at last gave me the job and told me to do better."

Mr. McKay is 53 years old.

### A Typical "Inheritance" from Political Past

**Watertown**, population 31,263. Commission-manager charter by adoption of "Plan C" effective January 1920. C. A. Bingham, appointed manager February 1920; salary \$7,500.

Mr. Bingham writes:

"Watertown's report will simply be a story of our inheritance on January 1, 1920. The old administration forgot to mention the unpaid accounts amounting to about \$135,000, which were actually filling up pigeon holes and files. \$90,000 was on short term notes and the remainder was for monthly bills on labor and material, some three years old. One plumbing bill was five years old and so on down to the city employee waiting four months for salary due. Add to this the tax limit fixed ten years ago and a 50 per cent valuation and a wholesale water rate 50 per cent under cost, and a daily waste of 3,000,000 gallons (enough to adequately supply our city) and you can begin to see the "welcome to our city" that confronted the new commissioners.

"Incidentally everybody purchased every thing everywhere and each separate department 'kept' its own books. Bills were paid by drafts on the treasurer who never saw them until returned from the bank and we found one which had been out uncashed for three years.

"The pathos of the situation was that while the 'system' was as full of holes as a sieve in some ways, yet every little appropriation or fund was locked up in a separate account and drawn upon only by specially printed individual drafts.

"The police department was 50 per cent undermanned and with no equipment while the fire department was costing nearly \$4 per capita!

"If we start to tell what we have already uncovered in past purchases, we would be sued for libel so will close by stating that we have a commission of progressive business men who are disregarding the insulting slurs of the ex-politicians (who should be thankful they got out from under instead of now trying to throw sand in the gears).

"We have installed centralized purchasing, uniform municipal accounting, 100 per cent valuation by appraisal, water meters installed, and new building methods; pushing completion of the hydro-electric plant, competent plumbing and wiring inspection, satisfactory garbage collections, enforcing fire prevention code, planning systematic extension of paving and by the elimination of the primitive methods in other departments, hope to report definite facts and figures at the close of the year."

Mr. Bingham is 36 years old, a graduate civil engineer, and served as city manager at Waltham, Mass., 1918-19, and town manager at Norwood, Mass., for three years previous.

### Non-Partisan Victory Over Party Politics

**Watervliet**, population 16,073. Position of manager by ordinance effective January 1920. James B. McLeese, manager, salary \$4,500.

In June 1919, the voters of Watervliet adopted "Plan B" of the optional cities act, by a majority of 2 to 1, which provides for a mayor and two councilmen to serve as a commission. At the general election held in November the "people's candidates" defeated the fusion political ticket by large pluralities thus repudiating political domination. The mayor and the councilmen elect agreed to appoint a manager, but upon advice of the general attorney of the state they gave him the title of "general" manager so as not to conflict with the term "city" manager as used in "Plan C," although the powers and duties are the same.

A city purchasing department is being created and purchase of supplies will be centralized. The three big problems facing the new administration are:

Equalization of property values;

Improvement of city streets;

Law enforcement.

An effort will be made to annex by legislation part of the town of Colonie.

Mr. McLeese is 62 years old and a lifelong citizen of Watervliet. He has worked his way up in a large manufacturing concern from office boy to vice president and secretary of the corporation.

**Sherill**, population 1,500. Special city manager charter effective June 1916. Amos G. Reeve, the third manager, was appointed February 1920.

Mr. Reeve has served on the Sherill commission and has a comprehensive knowledge of city affairs.

(Previous report Fourth Yearbook, page 125)

### PENNSYLVANIA

The Pennsylvania laws do not permit commission-manager government by charter yet they allow the cities and boroughs to create the position of manager by ordinance.

### Unique Endorsement at Altoona

**Altoona**, population 65,000. Manager plan by ordinance effective January 1918. H. Gordon Hinkle, manager; salary \$7,500.

Mr. Hinkle notes as the outstanding achievements in Altoona during the past year:

"Sinking fund earnings have been increased from \$26 per

thousand in 1917 to \$43 per thousand in 1919 by close attention to investments.

"Tax assessment map of city completed.

"Tax valuation map of city started and nearing completion.

"Equipment ordered that will complete the motorization of the bureau of fire.

"Ordinance adopted requiring the metering of all industrial and commercial service and meters installed on approximately 800 such services.

"The sewage disposal plant built in 1914 at a cost of \$131,000 but never used on account of defective construction, repaired and placed in service."

Evidence that the manager plan is highly satisfactory to Altoona citizens is found in the fact that while state law has compelled the return of partisan city election, Altoona's commissioners were all reelected by almost unanimous consent. In fact, both Democrats and Republicans were placed in nomination on both tickets and **on the Democratic ticket a Republican received the highest vote while on the Republican ticket a Democrat headed the list.**

Mr. Hinkle is 45 years old, a civil engineer with extensive experience in construction.

(Previous report Fifth Yearbook, page 21; Fourth Yearbook, page 104).

### Better Service at Lower Cost

**Ambridge**, population 13,000. Borough manager appointed under ordinance provision November 1918. W. M. Cotton, the second manager, succeeded R. H. Hunter, February 1920; salary \$4,500.

An Ambridge paper in referring to the annual report of the retiring manager calls attention to the fact that the big paving program adopted by the council has been carried out as planned; that a complete record of all streets have been made in blueprints available for work and ready reference. Nearly a mile of sidewalks was constructed last year and more than two miles of sewer laid by the city at a saving of \$10,000 under the lowest bid received. The collection of garbage was difficult and not satisfactory, due to shortage of labor, yet the expense was \$3,000 less than the preceding year. Loss by fire was but \$6,000 as compared to \$17,000 for the year before. Health was protected by careful analysis of milk and inspection of the dairies. The balance sheet at the end of the year shows a gain in assets of \$3,172.

Mr. Hunter is 42 years old, a graduate electrical and sanitary engineer with municipal experience. Mr. Cotton, who

succeeds him is 29 years old, trained in municipal research and served as borough manager in Edgeworth and Sewickley, Pa., two years prior to his appointment at Ambridge.

(Previous report Fifth Yearbook, page 35).

### **City Plan Financed by Popular Subscription.**

**Sewickley**, population 6,200. Borough manager plan by ordinance October 1918. W. M. Cotton, who had previously served as borough engineer was appointed borough manager resigning February 1920. His successor has not been announced. Upon resigning, Mr. Cotton writes:

"During 1919 Sewickley has lived within its budget and enters the year with a balance in the general funds.

"A health ordinance has been prepared and passed, regulating the sale of milk and cream, the collection and disposal of garbage and refuse and general sanitary conditions of the borough.

"To my mind the biggest achievement of all is the increased interest created among the citizens to the extent that a fund of \$3,000 has been raised by private subscription to finance a complete survey and city plan, the survey to cover all branches of government with recommendations for new organization, new procedure and report forms. The lack of civic interest is the one big handicap in this vicinity and this survey shows that some interest has been created and the survey will of course increase this when the report is finished."

(Previous report Fifth Yearbook, page 44).

### **Better Financial Condition Than Ever**

**Towanda**, population 5,610. Borough manager plan by ordinance April 1918. William T. Howie, manager; salary \$1,200.

The Towanda Daily Review in commenting upon the annual report of the manager states:

"The borough is at the present time in better financial condition than ever before."

Since the adoption of the borough manager plan the tax rate has not been changed and the balance on hand in the treasurer's office at the close of 1919 is the largest yet.

Last year more than twice as much was spent on streets as in 1917. Bridges have been painted, water ways damaged by a flood years ago have been permanently repaired; new equipment has been purchased and, in fact, there has been a general house cleaning, so that Towanda is now "spick and span." A contract has been let for brick paving which will complete the two miles stretch through the borough.

A 23 acre park area has been offered to Towanda by the

Lehigh Valley Road and the offer will probably be accepted and the lands improved soon. To quote the local paper:

"Towanda is among the leaders in the United States in the adoption of the borough manager plan but the time is coming when every town or city of any size will have one. They are becoming a necessity and the people are awaking to that fact. Several thousand dollars have been saved in this borough during the past two years through the efforts of Mr. Howie.

Mr. Howie is 45 years old and experienced in highway construction prior to his appointment as manager.

(Previous report Fifth Yearbook, page 46).

### Systematic Health Supervision Pays

**Edgeworth**, population 2,500. Borough manager position by ordinance effective January 1914. Robert Lloyd, the third manager, succeeded W. M. Cotton, March 1920; salary \$3,000.

Upon resigning Mr. Cotton writes:

"Without any increase in taxation Edgeworth has made up in one year the entire deficit from the war year, 1918, and on January 1, 1920, is in excellent financial condition. Health work has been closely followed up with the result that we have the lowest number of communicable diseases of any year for the past five."

(Previous report, Fifth Yearbook, page 54.)

### Loss Converted Into Profits

**Mifflinburg**, population 2,000. Borough manager plan by ordinance effective January 1919. W. D. Kochersperger, manager; salary \$2,500.

Upon entering the office the manager found: "office methods of a vintage that would have been out of date 30 years ago; a complete lack of working plans of the various streets; the electric light and water accounts badly in arrears. These have now been collected and many other accounts considered bad have been turned into the treasury."

Competitive purchasing has yielded a material saving. A business survey has been made in the water and light plant, and by the equalizing of rates, plugging of leaks and some changes in operation, a marked gain was immediately noticed.

Standard concrete paving has been constructed on the main street by town force at an actual cost of \$1.55 per sq. yd. with an added 24 cents for grading.

Mifflinburg has lived within its income without increased taxation. Previous to the present management, the electric light plant was operated at a loss. This loss has been converted into a profit of 15 per cent and a corresponding profit in the water department of 25 per cent.

A quarry has been opened up by the borough to still further reduce the cost of paving construction and the pulverizing of raw limestone from the paving creates a by-product that has a ready sale to the farmers.

The new form of government has met with popular approval.

Mr. Kochersperger is 50 years old, a graduate of the United States Naval Academy and experienced in practical engineering and construction.

**Coraopolis**, population 6,162. Position of borough manager created by ordinance March 1920. No appointment announced.

## CANADA

Four Canadian municipalities have adopted the manager plan. The first of these was Westmount, Quebec, whose general manager charter dates back to 1913. The other three have appointed general managers by contract or ordinance within the past year.

## NEW BRUNSWICK

### Mayor Changes Opinion

**Woodstock**, population 4,000. General manager employed through contract June 1919. R. Frazer Armstrong, manager; salary \$3,000.

In reporting the last annual town meeting the local paper comments upon the hearty support the town manager plan has received. The mayor, Thomas H. Noddin, is quoted as saying: "We tried to put the town on a business basis and in no time in the history of Woodstock has such good feeling existed. When the town manager proposition was before us I may say that for two years I was opposed to the idea, but after experience I have changed my mind. I am sure if we had adopted this system ten years ago we would have been the leading town in Canada today."

One unique feature of the new order of things commented upon by the paper is the fact that the manager in presenting his report "made no attempt to cover up any matters which received attention during the year."

Mr. Armstrong is 30 years old, a graduate engineer with broad experience and served as captain of engineers in the war.

**Edmundston**. Town manager I. L. Leon Theriault, appointed March 1920; salary \$3,000.

## QUEBEC

**Westmont**, population 18,260. Manager plan by charter April 1913. George W. Thompson, manager.

**Grand'Mere**. Position of town manager created by ordinance, March 1920. Henry Ortiz, manager.

## REPORTS FROM MANAGERS IN THE PRAIRIE STATES

It is a striking fact and one difficult to explain that the legislators of the states farthest inland have been most reluctant to grant any measurable degree of home rule to their towns and cities. Thus we find the prairie states with limited representation in the list of city manager municipalities.

This may be largely explained by the fact that these legislatures are made up largely of farmers who are slow to grasp the seriousness of the ever increasing problems facing city government. Despite the handicap of legislative inertia some noteworthy progress has been made.

Wisconsin, Iowa, Kansas and North Dakota recently enacted state wide laws permitting the adoption of the commission-manager plan but bills of a similar nature were defeated in Indiana, Illinois and Missouri. Iowa leads in the number of cities pledged to the new plan. Kansas stands second, while Illinois, Minnesota and Arkansas strive for third with three each. Nebraska has two; South Dakota has one; while zeros are still chalked against Indiana, Wisconsin, Missouri and North Dakota.

## KANSAS

Kansas will be considered first, as all four of her cities have standard commission-manager charters while the other prairie states are still largely confined to the less desirable ordinance type.

### Results Disarm Opposition

**Wichita**, population 75,000. Commission-manager charter effective April 1917. L. W. Clapp, the third manager, was appointed October 1919; salary \$10,000, \$4,000 of which he uses to employ assistants.

The manager submits the following report:

"First: At the April 1919 election, at the close of the first two year term of manager government, the board of commissioners was reelected without much of a contest. On the termination of no other term of city government in the history of Wichita was there a failure of the leading newspapers to

differ as to the efficiency of the existing government. At this election no paper found ground to support an opposition ticket, or to raise any serious objection to the administration. The only conclusion is that general satisfaction prevailed.

Second: Continuance of the former policies of executing public work within the estimates of the city engineer. The city carried on the work with a very considerable saving to the property owners by purchasing material and employing labor required. Under this plan the manager succeeded in keeping within the estimates, and at a much less cost than the work could have been done for under regular contracts.

Third: The completion of a large main sewer about 5 miles in length through the city within the estimates of \$214,000, when the lowest bid obtainable from regular contractors under advertisement and sealed bids was \$316,500.

Commencement of a large drainage proposition to correct a serious situation that has existed ever since the city was planned, in connection with overflowing streams. Never before has an administration felt able to undertake the work. The project will now be carried forward as rapidly as the requirements of the law relating to drainage will permit.

Fourth: Granting advances in salaries of city employees.

Fifth: Conducting of three general sales of army food supplies distributed from the city exposition building, largely by voluntary service of people from organized labor and city employees.

Sixth: Continuation of the practice initiated by the former manager of providing a series of municipal entertainments at popular prices. **In 1919 the admission was 10c to 50c per entertainment.**

The city owns a fireproof forum building with a seating capacity of 5,000. **Every seat for the entire series of entertainments was sold in advance,** and practically every seat was occupied at every entertainment. Contained in the series were the following artists:

Isadora Duncan Dancers, Mme. Schumann Heinck, San Carlo Grand Opera Co., Ole Hanson, Madam Heimpel, Minneapolis Symphony Orchestra, Irvin Cobb.

Seventh: Establishment of a venereal clinic for care and treatment of interned cases. This enterprise has done more to solve the social evil question than all forms of statutes and ordinances based upon the system of fine and imprisonment ever accomplished.

Eighth: Enlargement of the Public Health Nurses Association, which is not financially a city enterprise, but which is fostered and assisted by the administration.

Ninth: Organization for the first time of a park board, which has started intelligent development of a definite plan of constructive work in the acquisition of river front lands and neighborhood parks and playgrounds.

Tenth: Continuation of free garbage collection service, and preparation for a regular collection of waste, at a small charge to patrons.

Eleventh: All of the above, and all other activities carried on throughout the year on the same tax levy without increase over that of previous administrations.

Mr. Clapp served as mayor for two years prior to his acceptance of the managership, upon the resignation of L. R. Ash. He is a lawyer by profession, a man of independent means and has long been interested in city government.

(Previous reports: Fifth Yearbook, page 18; Fourth Yearbook, page 103).

### Health and Welfare Emphasized

**El Dorado**, population 10,995. Commission-manager charter effective July 1917. Bert C. Wells, manager; salary \$3,600.

Achievements for the past year are summarized by the manager as follows:

"Maintained a free city nurse, giving daily nursing care to the poor, especial attention paid to babies. Special visits paid to all contagious cases.

"Established a free clinic for venereal diseases, men and women, a service that every community should give to its people.

"Kept every one in fuel during the coal strike by establishing a woodyard, selling wood at cost and buying coal from the state and selling it at actual cost.

"Organized a full paid fire department, purchased new equipment, and results are shown in that our fire loss is practically nil for 1919.

"Laid 45 blocks pavement, about 50,000 sq. yds.

"Extended sanitary sewers, in several districts, a total of four miles;

"Purchased and installed a two million gallon pump for the water works. Extended water mains, laying three miles of four and six inch pipe, also completed a survey and report for a new water supply, impounding a small creek to hold 800 million gallons of water.

"Improved parks, trees, flower beds, and lawns."

Mr. Wells is 39 years old, a graduate civil engineer and served as city engineer of Wichita prior to his appointment as manager.

(Previous report Fifth Yearbook, page 30)

### Fine Showing in Water & Light Plant

**Hays**, population 3,300. Commission-manager charter effective May 1919. James C. Manning, manager; salary \$3,000.

The first duty of the city manager at Hays was the making of a thorough survey of conditions as he found them. His report attracted more than local attention and was published by the University of Kansas extension division. Among other things, he found that the city had been spending approximately \$4,000 a year more than its receipts and issuing bonds periodically to cover the deficit.

Perhaps the greatest showing has been made in the improved condition of the water and light plant, a deficit of \$22,000 having been overcome by efficient management and better collection methods. The published report for the month of November 1919, comparing figures with those of the corresponding month, the last year under the old plan, show that the receipts from the sale of electric current increased 134 per cent, although the cost of operation decreased 11 per cent. Correspondingly, the total water receipts jumped 116 per cent and the cost of supplying water decreased 71 per cent.

The city is now receiving 3 per cent interest on its daily cash balances instead of 2 per cent. It has funded \$27,000 of 7 per cent warrants by substituting 5 per cent bonds.

A modern budget has been established and the city is living within its income for the first time in years.

Mr. Manning is 39 years old, a civil engineer, and experienced in public utilities. He has just been promoted to Nowata, Oklahoma. His successor has not been announced.

### Get Results Much Quicker

**McCracken**, population 1,000. City manager charter effective May 1919. L. L. Ryan, manager; salary \$1,800.

Mr. Ryan reports: "The new plan gets results much quicker. It cuts out a lot of red tape and endless argument over trivial matters. When there were half a dozen men under the mayor and council plan chosen to run the city each of them wanted to express his opinion but none of them wanted to assume any responsibility."

After 6 months under the manager plan marked improvement was noticeable in the conduct of the water and light plant. The total gain in savings and increased earnings compared with the previous 6 months amounted to \$1,438. In April the last month under the old form of government the plant lost \$141. In October, six months later, it cleared \$138 above all operating expenses. It is reported that the new plan of government is proving popular in McCracken.

Mr. Ryan is 32; served as city clerk prior to his appointment as manager.

## IOWA

Iowa has at the present time nine cities operating under or pledged to the city manager plan. Only two of these Dubuque and Webster City, have adopted commission-manager charters. The others have created the position of manager by ordinance in accordance with state law authorizing such action.

### Average Saving of \$36,000 a Year

**Webster City**, population 6,000. Commission-manager charter effective October 1916. G. J. Long, the second manager, was appointed April 1917; salary \$6,000.

Webster City went through the war period with an electric light rate of 6c per k. w. h. for residence consumers. The light plant has been equipped with a new 350 h. p. boiler and a 1,000 h. p. turbine is to be added.

The paving program includes four miles of construction.

It is worthy of note that **Webster City has saved an average of \$36,000 a year since adopting the manager plan.**

Mr. Long is 35 years old, a graduate engineer and experienced in municipal work.

(Previous report Fifth Yearbook, page 45; Fourth Yearbook, page 118).

### Spotlight Shifted from Purse to Person

**Clarinda**, population 5,000. Manager plan by ordinance April 1913. Henry Traxler, the second manager, was appointed May 1919; salary \$2,700.

Just prior to Mr. Traxler's appointment, the electors had "thrown out of office the so-called business type of council backed by the commercial club";

The new manager writes: "We at once undertook to bring together the two opposing factions 'the business men and the others' through a plea for community spirit. With a few well placed social 'get together' functions we have been able to build a **real community club and have run the membership from 180 to 1,000**. We got them all in and interested and have plans to keep them interested. Anyone having any experience with small town factions knows that the farmer and the city man seldom hitch. It is our hope to put them into the same harness. We have made a good start."

Streets, lawns and private yards are kept clean in every way. "So much so that 'there ain't no such thing' as a back yard in Clarinda—they are all front yards."

The city has issued \$20,000 worth of bonds which will be used in buying up some unsightly places and converting them into parks and playgrounds.

The city owns and operates the only theatre in town and offers many fine attractions. A public dance hall is also under the supervision of the city.

During the past year contracts have been let for construction of an entirely new water works plant. It will be placed in operation April 1, 1920, and has a capacity of 1,200,000 gallons every day.

A modern light franchise has been engineered through, insuring fairness to both public and operator.

Mr. Traxler is 32 years old, a graduate civil engineer experienced in municipal work.

(Previous report Fifth Yearbook, page 47; Fourth Yearbook page 120).

**Mt. Pleasant**, population 4,170. Manager plan by ordinance April 1916. T. W. McMillan, manager; salary \$1,800.

The manager plan was adopted just after the completion of an improvement program covering a period of 10 years, hence no heavy work was required during the war years. This year, however, the city has contracted for a new unit that will double the capacity of the light plant and will extend the water and sewer systems.

Mr. McMillan is 45 years old, trained in public utilities, and serves as superintendent of the Mt. Pleasant electric light and water works.

### Cash Balance Equals \$10 Per Capita

**Iowa Falls**, population 4,000. Manager plan by ordinance May 1914. J. O. Gregg, the second manager, was appointed May 1917; salary \$1,800.

Mr. Gregg reports:

"With the increased cost of everything, we have paid \$7,500 this year on outstanding bonds issued in former years, and will complete the year with a cash balance in the city treasury of over \$40,000 which practically offsets all outstanding indebtedness of all kinds of the city, this with a reduction in the tax levy.

"While no extensive improvements have been made during the past year, we have put in additional water mains, have let contract for the drilling of a new well, and will in the very near future let contract for the equipment of same, have constructed several hundred feet of cement sidewalks and have put over two thousand loads of cinders on the unpaved streets and highways.

"We are now making arrangements for a camping park for tourists who happen to come this way via auto. This city being situated on three trunk line auto trails, we want to take care of the tourists."

Mr. Gregg is 51 years old and served as city clerk prior to his appointment as manager.

(Previous report Fifth Yearbook, page 51; Fourth Yearbook page 122).

### People Support Plan

**Anamosa**, population 3,000. Position of manager created by ordinance May 1919. W. F. Hathaway, who formerly held the triple position of city clerk, water commissioner and city marshal, manager, salary \$1,800.

After a few months trial of the new plan, the manager reported: "Already we have made the town look different and are getting on a good business basis. Better yet the people are with us almost to a man."

Mr. Hathaway is 37 years old, is experienced in public utilities and served in the army for years. He holds the rank of captain.

**Dubuque**, population 47,500. Adopted a commission-manager charter January 26, 1920, by a plurality of 820 votes out of 4,000 cast. O. E. Carr, formerly manager at Springfield, Ohio; Niagara Falls, N. Y., and Cadillac, Mich., has been chosen manager to take office in June; salary \$8,400.

**Esterville**, population 4,200. Manager plan by ordinance established, May 1919. F. G. Connelly, manager.

**Manchester**, population 3,160. Manager plan created by ordinance May 1916. Thomas Wilson, the second manager, appointed May 1917; salary \$1,440.

Mr. Wilson is 64 years old and a surveyor. He served as city clerk and engineer before becoming manager.

**Villisca**, population 2,170. Manager plan by ordinance May 1919. W. J. Oviatt, manager; salary \$1,200. Mr. Oviatt is 50 years old and ran a dairy before becoming manager.

## ILLINOIS

Illinois has produced an interesting development of the manager idea, namely, the village manager in the residential suburbs of Chicago. The laws covering Illinois villages are such that while the position of manager is created by ordinance and elections are presumably partisan there is a fair chance for the working out of the manager idea.

### Cooperative Spirit Among Employees

**Wilmette**, population 7,824. Position of village manager created by ordinance October 1918. C. C. Shultz, the second manager, was appointed December 1918; salary \$2,100.

Mr. Schultz writes:

"The Manager plan in Wilmette is working out very well and as far as I know the plan is generally popular.

"The system has eliminated a lot of red tape in the manner of handling complaints. All complaints receive very prompt attention, a fact which has brought many compliments.

"The purchasing of all supplies, the collection of all money due from miscellaneous sources, in fact, all the business of the village is on a strictly business basis.

"We are in close touch with all our employees and are getting the very best service from all our departments. A fine spirit of cooperation exists among our departments, and all have the same object in view, namely, to give the best service possible to the public."

Mr. Schultz is 48 years old; trained in general business and village government.

### Continued Progress at Winnetka

**Winnetka**, population 5,115. Position of business manager created by ordinance January 1915. H. L. Woolhiser, the second manager, was appointed May 1917; salary \$3,600. He reports:

"During the past year we have completed five miles of concrete pavements, so that 95 per cent of our streets in public use are paved.

"Our fire department, which was formerly merely a volunteer organization, under a part time fire marshal, is now in charge of an experienced chief, with two full time firemen, in addition to the volunteer organization.

"We have installed a type 75 American-La France triple combination pumping engine, and are planning a number of other improvements during the coming year.

"An election to authorize a bond issue of \$90,000 to provide a filtration plant was successfully carried and plans and specifications for the improvement have been completed. Difficulty in acquiring the property desired for the site made it impossible to begin construction last year.

"A systematic survey of water waste has cut our distribution system losses in half and helped to offset the increased cost of coal, which has advanced from \$2.15 per ton to \$4.15 during the last three years.

"In spite of increases in operating costs, ranging from 25 per cent to 150 per cent, our water and electric light departments are still showing comfortable surpluses, with rates unchanged.

"All advertising signboards exceeding nine square feet in area have been eliminated from the village, under the theory

that Winnetka is primarily a residential community where conspicuous advertising displays are manifestly inappropriate.

"We have made a real start toward carrying out the recommendations of the report of our plan commission, special assessment proceedings for a through truck traffic route having been instituted, negotiations being in progress toward acquiring the property for park areas around one of our railway stations.

"Under a recently enacted Illinois statute, empowering municipalities to establish restricted building districts, we have appointed a zoning commission which is actively working on a zoning plan for Winnetka."

Mr. Woolhiser is 33 years old, a graduate electrical engineer and trained in public utilities.

(Previous reports Fifth Yearbook, page 44; Fourth Yearbook, page 123; Third Proceedings, page 79; Second Proceedings, page 91).

### **Lowest Per Capita Fire Loss in State**

**Glencoe**, population 3,295. Position of general manager created by ordinance, January 1914. H. H. Sherer, manager; salary, including that received as township highway commissioner, \$5,000.

Achievements for 1918 are summarized as follows:

"Purchased site for community center and plans developed for improvement of site.

"Glencoe's plan commission has employed an architect who sits with the commission which now approves all plans having to do with the physical improvements in Glencoe.

"Glencoe divided into 45 districts to secure aid in street maintenance from property owners. Gratifying results. Purchase of 10 ton roller made possible by this plan.

"Township builds first mile of concrete road out of its own funds.

"Township cut in half the former contract price of weed cutting with labor costs increased nearly 100 per cent.

"Use of building on park property to house teachers of grammar school.

"Pitometer test of water system made during year.

"Secured county aid to extent of \$12,000 on one of Glencoe's roads.

"Increased athletic equipment at bathing beach by several hundred per cent.

"Organization of groups of men who hold semi-monthly meetings to discuss Glencoe's problems.

"Secured rating in January as city having lowest per capita fire loss in Illinois.

"Have lived within our income for six successive years under manager plan."

Mr. Sherer is 36 years old, experienced in street construction and public works prior to his appointment. His salary has been increased five times.

(Previous report Fifth Yearbook, page 50; Fourth Yearbook, page 123; Third Proceedings, page 81).

## MINNESOTA

### Motorizing Fire Apparatus

Anoka, population 4,300. Modified commission-manager charter effective April 1914. Henry Lee, manager; salary \$1,-200.

Mr. Lee writes: "We are still making improvements. We started a paving job late last fall amounting to \$105,000 which is about one-half completed. We also expect to put all our electric light wires under ground through the business part of the city. We are calling for bids for two motor driven fire apparatus to replace our horse drawn rigs, which will be open April 6th. Have purchased about five acres of land located in the center of the city, which will eventually be used for park purposes. The commission-manager form of government seems to be satisfactory to the majority of people here."

Mr. Lee is 60 years old and serves as city clerk in addition to his position as manager.

(Previous reports Fifth Yearbook, page 49; Fourth Yearbook, page 121).

### Break All Records for Improvements

Pipestone, population 3,500. Manager plan by ordinance May 1917. F. E. Cogswell, general superintendent; salary \$2,-400.

During 1919, although costs of material and labor practically doubled, Pipestone's tax levy remained practically stationary yet "there never was a time in the history of the city that as many improvements have been made as during 1919."

These improvements include the investment of \$78,250 in paving, \$12,886 in sewers and \$14,340 in water mains. In addition \$4,000 was spent in repairs to the water works system and in installing 15 new fire hydrants and 20 new water gates.

In Pipestone the manager is by no means the office boy of the city council as he has had to personally promote much needed improvements and frequently present city matters at meetings of the business men's association and in the churches. This was particularly true in urging improvement to the water system.

When the new plan went into effect the city sewer system was practically out of operation and it was estimated it would take \$20,000 to place it in working order. It has now been restored to first-class condition at practically no expense. The city has purchased a fully equipped triple combination fire pumper, has reduced fire hazards by condemning the old wooden buildings until now all of the business section of the city is practically cleared of frame structures.

Traffic laws have been strictly enforced with the result that no one has been injured through a street accident and the injuries to automobiles have been very slight.

Bootlegging, gambling and vice in general have been strenuously attacked and practically eliminated.

Civic spirit has increased with the city improvements.

The manager writes: "The question of cleanliness and civic pride has received considerable attention, resulting in the general expression that we are the cleanest city in the state. This is more noticeable to strangers who knew the conditions three years ago when the city-manager plan was adopted. We were then the dirtiest city in the state. We have miles of well kept twenty-five foot park ways on thirty foot paved streets. each property owner vying with his neighbor to keep it in the best shape."

A municipal skating rink has been established and is crowded daily.

A local paper writes: "The city superintendent plan has been in operation here for three years and in that time has proved a big success from every view point."

Mr. Cogswell is 53 years old and spent some years in railroading prior to his appointment as manager.

**Morris**, population 3,500. Modified manager charter effective January 1914. Frank J. Haight, the second manager, was appointed January 1918; salary \$1,800.

Mr. Haight is 34 years old and has general business training. He is experienced in engineering and public utilities.

(Previous report Fourth Yearbook, page 125).

## ARKANSAS

### Hard Sledding for Bankrupt City

**Hot Springs**, population 18,000. Commission-manager charter effective April 1917. George R. Belding, the second manager, who also serves as secretary of the business men's league, was appointed September, 1918; salary \$2,100.

Mr. Belding writes: "I am frank to say that the plan has never had an opportunity to really show what it could do on account of lack of funds. Hot Springs formerly enjoyed a revenue from saloons, bawdy houses, gambling houses, etc. This

revenue has all been swept away by the legislation enacted by the general assembly of the State."

The financial condition is best illustrated by the statement recently published:

<b>Liabilities</b>	
Warrants	\$1,090.00
Time Warrants due January 30, 1920	6,500.00
City bonds payable April 30, 1920	180,000.00
<hr/>	
Total	\$187,590.00

<b>Assets</b>	
Cash in Depository	\$868.11
<b>Indebtedness</b>	<b>\$186,721.00</b>

The deficit for the year 1919 alone amounted to over \$43,000. It is estimated, however, that the city will receive some \$40,000 from the occupation tax recently authorized by the state.

The biggest achievement of the past year has been the securing of a first class water supply through arrangement with the Hot Springs Water Company.

The police and fire departments have shown marked efficiency this past year and with limited facilities the street department has kept the streets "in better condition than in years."

Mr. Belding is 52 years old and was at one time mayor of Hot Springs.

(Previous report Fifth Yearbook, page 31).

#### **Manager in Name Only**

**Monticello**, population 3,500. Manager plan by ordinance June 1918. A. M. Bell, the second manager, appointed January 1920.

A recent letter from Monticello states: "The city manager plan, so called, here, is a mere joke. A few old time councilmen interfere until you may consider the manager has no authority."

**Bentonville**, population 3,000. Position of manager created by ordinance September 1915. Edgar Masoner, manager; salary \$1,500.

Mr. Masoner's chief duties seem to be the management of municipal water and light plants.

## NEBRASKA

**Alliance Makes Good Beginning**

**Alliance**, population 7,000. Position of manager created by ordinance August 1919. Cassius C. Smith, manager; salary \$3,000.

At the end of the first month under the manager plan a local paper calls attention to the improvements already anticipated including the repairing of the city hall, the adoption of a system for keeping and caring for city supplies, the provision of an office for the chief of police, improvements to the city light and power building, and the rehabilitation of the ornamental light system.

Standard methods of electric lighting and plumbing inspection have been adopted. A police system signal has been installed. The manager has set up and started a 325 H. P. engine and 250 K. W. Westinghouse generator with boilers. Let contract for renovating the city standpipe and overhauling the city pest houses. A contract has been let for the construction of \$180,000 worth of paving and storm sewers.

Alliance is considering the adoption of a genuine commission-manager charter in the spring.

Mr. Smith is 41 years old and served as city manager at Montrose, Colorado, for a year and a half prior to his promotion to Alliance. He is an engineer by training.

**Chadron**, population 5,000. Manager plan by ordinance effective April 1920. J. H. Rayburn, manager; salary \$5,000. Mr Rayburn was previously a chamber of commerce secretary.

## SOUTH DAKOTA

**Clark**, population 1,335. Manager plan created by ordinance May 1912. J. E. Smith, manager; salary \$1,200.

Mr. Smith was an alderman before his appointment as manager.

**PROGRESS OF MANAGER MOVEMENT  
IN ROCKY MOUNTAIN REGION**

The states grouped in this series are Montana, Utah, Colorado and New Mexico, there being yet no city manager in Wyoming or Idaho.

## COLORADO

**Water Plant Nets \$30,000**

**Boulder**, population 14,000. City manager charter with proportional representation effective January 1918. W. D.

Salter, the second manager, succeeded E. O. Heinrich, June 1919; salary \$4,000.

Mr. Salter reports: "The city tax rate is 10 mills and it has not been raised during the past three years. During 1919 the city retired water bonds to the amount of \$65,000. Another issue of \$75,000 water bonds is due on July 1st of this year and preparations are under way for retiring about \$25,000 of this issue and refunding the remainder.

In November of last year the citizens voted an issue of \$100,000 of 5 per cent bonds to be used for the purpose of building a memorial park in honor of the boys of this county who participated in the late war. Within the past week a site has been selected for this purpose and negotiations are under way for acquiring the land. During February of this year the city acquired by purchase 160 acres of land to add to its mountain park system. The city has acquired 400 acres of mountain lands lying in the drainage area of its domestic water supply. The latter purchase was made for the purpose of securing control of this land to prevent possible contamination to its water. Close watch was kept over the water supply and analyses are made twice a week. The milk and cream supply is closely watched and frequent tests are made.

"There was considerable improvement work done during the year 1919 in the way of construction of sanitary sewers, alley pavements and 3½ miles of water transmission lines, the latter being completed and put in operation the last of December, 1919. Plans are under way and contract will soon be let for additional alley paving amounting to about \$16,000."

The auditors report for the water department shows that at the close of the year 1918 there was a deficit of \$3,800 while during the year 1919 the plant made net earnings of \$33,634. The other city departments closed the year with unexpended appropriations of \$7,558 against a deficit for 1918 of \$2,848.

The city has recently purchased a motor fire truck and a motor sprinkler and flusher.

The manager's report concludes: "It cannot be expected that the city manager form of government meets with the unanimous approval of all citizens but the sentiment in this city seems to be greatly in its favor and the temper of our people is splendid."

Mr. Salter is 53 years old and experienced in municipal engineering. He was director of public service at Boulder prior to his promotion to the position of manager.

(Previous reports Fifth Yearbook, page 35; Fourth Yearbook, page 126).

**Durango**, population 5,300. Commission-manager charter succeeded old style commission plan March 1915. W. H. Wig-

glesworth, the second manager, was appointed April 1919; salary \$1,800.

Mr. Wigglesworth is 53 years old, trained in engineering, with experience in municipal work.

(A report of the city manager plan in Durango will be found in the Fourth Yearbook, page 119).

**Montrose**, population 4,000. Commission-manager charter effective February 1914. R. P. Hilleary, the fourth manager, was appointed August 1919; salary \$3,000.

Considerable attention has been paid to public welfare in Montrose this past year. Weekly band concerts and community singing at the city hall have proved popular.

Mr. Hilleary is 35 years old, a civil engineer and was chief engineer of the Michigan-Colorado Copper Company before being appointed manager.

## NEW MEXICO

### Albuquerque Wiping Out Deficit

**Albuquerque**, population 20,000. Commission-manager charter effective January 1918, and amended in 1919 to increase the number of commissioners from three to five. James N. Gladding, the third manager, was appointed February 1920; salary \$5,000.

Mr. Gladding succeeded A. R. Hebenstreit who sums up the achievements of the past year: "Inherited overdraft of \$26,000 was reduced \$7,000 in 1918 and \$11,000 in 1919, the balance of \$8,000 being provided for in the 1920 budget. During the past two years \$80,000 has been placed in the sinking fund to reduce the bonded indebtedness. Albuquerque will be on a strictly cash basis from now on. Financial matters have been systematized.

"The net profits for the water department during the past year are approximately \$30,000. A contract for \$30,000 worth of paving was let last summer and of the nearly 800 property owners affected only 14 opposed the paving."

The viaduct over the Sante Fe tracks has been rebuilt at a saving of \$2,000 under the estimated cost.

Approximately \$7,000 was contributed by public subscription for the purchasing of a playground for the children and a "library drive" yielded over 2,000 books for the public library.

There is a movement on foot to extend the city limit in four directions which would increase the population 50 per cent.

Mr. Hebenstreit is 33 years old and a civil engineer. His successor Mr. Gladding, is 40 years old, was formerly city engineer of Albuquerque and El Paso.

(Previous report Fifth Yearbook, page 29).

### Everybody Satisfied at Roswell

**Roswell**, population 9,000. Manager plan by ordinance May 1914. Clyde Fulton, the third manager, succeeded A. G. Jaffa March 1920.

Motor trucks and tractors installed last year have resulted in 50 per cent saving "with more and better work done and everybody satisfied and that is saying a lot for this city." A program of improvements has been planned for 1920 and the engineering and construction will be handled by the city.

Mr. Jaffa, who served for 4 years, is 37 years old, a civil engineer with municipal experience.

(Previous report Fifth Yearbook, page 41).

### Delinquent Collections Reduced

**Clovis**, population 7,000. City manager plan by ordinance June 1919. Oscar Dobbs, manager; salary \$2,700.

Mr. Dobbs submits the following report after the first six months:

"Last June the outstanding accounts against the city, excepting bonds amounted to slightly over \$40,000. These are now reduced to \$32,000 without any increase in water and light rates and with no tax receipts, and this in face of the fact that all materials have increased in price and that we have raised our labor 70 per cent during this time by changing from 12 to 8 hour shifts and raising wages. We have accomplished this by paying cash for everything we buy and applying the surplus on the outstanding accounts.

"Heretofore it has cost us \$50 to \$75 per month to cut off delinquent customers of the water and light department. Our new system has cut the delinquent list which ranged from 100 to 180 each month to 4 last month and beside saving this amount we have made the discount pay us on an average of \$90 per month since the system was installed. We have also installed a more suitable system of bookkeeping which enables us to keep the records in a more systematic manner and saves quite a little work and confusion.

"By promptly answering letters from our creditors and telling them the truth about our condition and paying them when we make a promise we have to a large extent reestablished our credit.

"We have graded and improved quite a number of streets and have them in better condition than ever before and have placed our water and light plan in good condition.

"We have started proceedings for paving 15 blocks in our business district and will vote on bonds in April for sewer extension, water development, street improvement and a new city hall amounting in all to about \$150,000 which we believe

will carry. The new form of government seems to be pleasing the people although I think it would be more satisfactory under a more comprehensive ordinance or better yet **under a good charter.**"

Mr. Dobbs is 25 years old and is trained in business and engineering.

## UTAH

### Both Parties Pledged to Plan

**Brigham City**, population 5,000. Manager plan created by ordinance February 1918. John H. Burt, the second manager, succeeded C. O. Roskelley, January 1920; salary \$2,400. Mr. Roskelley, the retiring manager writes:

"An entirely new set of books has been installed and a budget system adopted for the first time which has worked well."

"During the year 1918, an \$80,000 water system was installed which is fed from a spring direct. In 1919 a 40,000 sq. yd. paving program was put over and practically completed with all the curb and guttering, driveways, and water extensions necessary.

"Municipal electric light poles were moved from the center of the street and an interior block construction installed in the business section comprising eight blocks. A modern lighting system was installed throughout the business section while the extension of this is contemplated this year. Sidewalk extensions and irrigation work have been cared for regularly.

"The plan seems to have given excellent satisfaction in general. It has been difficult to put over some improvements inasmuch as this is the first time that the old party politicians have not had the say. While there were two tickets in the field last fall, both parties adopted a platform and pledged themselves to support the city-manager plan. I believe fully 90 per cent of the populace are favorable."

Mr. Roskelley is 33 years old and an experienced engineer. Mr. Burt is 43, and a business man.

(Previous reoprt Fifth Yearbook, page 47).

## ARIZONA

### Improvements Without Increased Taxes

**Phoenix**, population 40,000. Commission-manager charter effective April 1914. V. A. Thompson, the third manager appointed January 1918; salary \$5,000.

He reports:

"The most important piece of work begun is the new \$1,-300,000 water works system. An adequate supply of pure, soft

water will be brought from the Verde River, a distance of 33 miles.

"Other improvements include the initiation of a movement for the erection of a combined city hall and county court house; the addition of 600 acres to the present incorporated limits of the city; the paving of several miles of streets, with plans approved at the present time for 12 more miles and construction is under way at the rate of 20,000 yards per month; the adoption of a comprehensive traffic ordinance, and the extension of the water works and sewer systems to provide water and sewer for the many new homes that are being built in Phoenix.

"In 1919, 1,081 building permits were issued, representing a total valuation of \$2,368,958, an increase of 322 per cent over the previous year.

"The net earnings of the water department for 1919 were more than \$75,000 over and above the interest on bonds, operating expenses and sinking fund.

"In spite of the rapid increase in the cost of material and labor the assessed valuation and tax rate have not been increased during the past year."

Mr. Thompson is 36 years old, a mechanical and electrical engineer. Prior to his appointment as manager, Mr. Thompson had charge of the Phoenix water works, sewer, and street department.

(Previous report Fourth Yearbook, page 108)

## MONTANA

**Columbus**, population 1,000. Manager plan by ordinance November 1918. Harry P. Schug, the third manager, was appointed March 1919, salary \$1,800. He is 26 years old and taught school after graduating from college in 1916.

**Glasgow**, population 3,500. Manager plan by ordinance July 1916. Harvey Booth, the second manager, was appointed March 1918; salary \$2,100.

Mr. Booth is 30 years old and trained in engineering.

(Previous reports Fifth Yearbook, page 53; Fourth Yearbook, page 119)

**Scobey**, population 1,000. Manager plan created by ordinance January 1920. Roy N. Stewart, manager.

PROCEEDINGS OF  
THE SIXTH ANNUAL MEETING  
of the  
CITY MANAGERS' ASSOCIATION

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Claypool Hotel  
Indianapolis, Indiana  
October 27th, 28th, 29th, 1919

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October Twenty-seventh  
Afternoon Session

Vice President H. H. Sherer, Glencoe, Illinois, presiding

**The Chairman:** Gentlemen and members of the City Managers' Association, it is my privilege, in the absence of Mr. Birmingham, to open this session. We are very fortunate in being able to be together once more and I think we should feel particularly privileged in being here in Indianapolis.

I am going to ask Mr. Robert E. Tracy, Director of the Bureau of Municipal Research, Indianapolis Chamber of Commerce to speak to us for a few minutes. (Applause)

**INDIANA AND THE MANAGER PLAN**

**Mr. Tracy:** Mr. President and members of the association, I am very happy to have the honor of welcoming you to Indianapolis. I feel that I perhaps more than anyone else, was anxious for this meeting to be held in this city. I believe this meeting will attract the attention of the people of the state and help them to want what I have been wanting them to want for several years—that is the city-manager form of government. I can assure you of this, we have the commercial section of Indianapolis solidly behind us on this proposition. Perhaps many of you know that there was a bill introduced during the last session of the legislature in regard to this form of government. Dr. Hatton was there and had the bill all ready but it did not

go through. There was a split in the Republican Party here and that probably accounts for its failure. The Republican Party has gone on record as being in favor of such legislation on two different occasions, so you can see that we are on the point of getting somewhere in this State, but we need a great deal more of popular understanding and popular desire for this plan. That is the big reason I am glad this meeting has come to Indianapolis. I believe your meeting will help create an interest.

### Manager Plan Probable in Indiana

Some of the men on our boards have been converted to the city-manager plan largely through their experience in trying to make our near-federal plan work. Men who are successful business men realize the need of a properly organized business management and I believe if a properly drawn bill is again presented to the legislature, it will have a very good chance of passing.

I want to say that we had considerable help from the City Managers' Association in our last unsuccessful attempt, which was given wide publicity here, and we appreciated it. Dr. Hatton of the National Short Ballot Organization was here and he spent several weeks with us, but even with his help, we were not able to put it over. The initiative and referendum are practically unknown in this state—we are tied hand and foot to the legislature. This is not a new thing to many of you because you know what it is to be hampered in this way, and you know what a drawback it is.

And now I want to say again that we are very happy that you are holding your meeting here in Indianapolis. We have a tremendously large rural population—we have only five cities over thirty thousand population. We have a tremendously large rural representation in the legislature to deal with and those men naturally don't grasp the problems which arise out of the running of a modern, large municipality.

Mr. Howard of the Board of Trade was invited to welcome you here today, but he gave me the privilege of saying a few words for him in case he didn't turn up, so I want to bid you welcome in the name of the Indianapolis Board of Trade. They have had a large part to play in making you comfortable while you are here in our city.

While you are here in Indianapolis, if you are interested in visiting any of the municipal institutions or plants, I wish you would let me know, and we will try to arrange a sight seeing tour to which you are all invited. Thank you. (Applause).

A rising vote of thanks was given to Mr. Tracy for his interest in entertaining the City Managers' Association.

**The Chairman:** I want to thank Mr. Tracy personally. I think we all feel that we are in the hands of friends. We are glad to see so many of the fellows here to be welcomed. Our sessions are short and we want to put as much life and pep into them as we can. We are very sorry that Mr. Howard was not able to be here this afternoon. Dr. Hatton was also unavoidably detained and is not able to be here at this time. But Mr. Cummin, our ex-president and a master in the art of managing cities is here today with us and has kindly consented to help out in this breach. We are very glad to welcome Mr. Cummin.

### CREATING SOUND PUBLIC OPINION

**Mr. Gaylord C. Cummin:** Mr. Chairman and gentlemen, I always hate to have an introduction like that—a master in the art of managing cities—because the men who do not know me will expect too much of me.

I think one thing that is doing us a great deal of harm is that the public expects too much of the city-manager plan—they think it is a cure for all ills. They think all they have to do is to appoint a city manager and he will do the rest.

### Manager Plan Not a "CureAll"

I do not feel that the older form of government permits efficiency, while the city-manager plan does, although it does not insure it. But then, neither does any other plan or law. In making an attempt to put a city-manager plan into a city, it seems to me that the most important plan to follow is to teach the people not to expect impossible things from the city managers and then they are not going to be disappointed. We are quite prone in this country to become interested in some thing that needs correction, pass a law to remove the responsibility from our shoulders and expect the thing done that we want done. It does not work. So I feel that we must be sure that the people to whom we are going to sell the city-manager form of government know what they are going to get before we sell it to them. After they once become accustomed to it they will have a better understanding of it than they will of any other form.

You can give a good workman poor tools and he will not be able to do good work and if you give a poor workman good tools, he will not be able to do good work either and that is the whole thing in a nut shell. You can all see how this applies to city managers.

## Public Should Know Meaning of Good Government

Another very interesting thing is to teach the people that they have a right to know what they have reason to expect from their city government. I doubt whether the people in any city in this country know what they have reason to expect. They expect a whole lot of things that they can't possibly get. I think it is very necessary that the people of a city, if possible, should be informed on the basis of actual facts and in that way they are better able to know what they can expect their government to do for them.

I think it is a positive shame the way people are fooled into thinking they have a good city government. They don't know what good government is. Their city officials do not do their duties. When streets need repairing, they put it off and keep putting it off until they get into a perfectly disgraceful condition and they spend some outrageous sum to have them repaired. And they have the people bluffed into thinking this is economy. It is not economy, it is only fooling the people.

Now it is time to stop this sort of thing, not only on our part but on the part of every one in municipal work. We have to stop telling things that are not true, putting only the cheerful side to everything we report. I am speaking of the whole municipal field. Our form of franchise is wrong. Some form of franchise should be worked out where one party will get advantages by having the other party get advantages at the same time. That may seem impossible, but it is not. It should be worked out so the public, in the long run, is going to win instead of lose.

## Get Down to Fact Basis

The whole thing boils down to this, in order to have the good will of public opinion, you will have to give to the people facts on which they can base some intelligent judgment as to what is going on. If you don't give it to them, you are going to suffer. It don't make any different what you are doing, try to get down to a fact basis. I think the city managers should be very careful to get away as soon as possible from the old style talks on municipal government that we have listened to for so many years, where much is promised and little is done. Let us stick to facts and let us try to point out to our people what they have a right to expect from their government; what their government should do for them, and not lead them to expect impossibilities, either from you or from anyone else. It is simply a measure of common sense that is needed all along the line and that is what we are trying to give. We want to build our form of government on a firm foundation and I believe we are doing so. (Applause)

**The Chairman:** I want to thank you, Mr. Cummin, for helping us out in this breach.

When this organization was small, there was one town and one man who took the plan by the hand and helped it along. That man is in the room today and I am sure we would all like to hear from Colonel Henry M. Waite, former manager of Dayton, Ohio. (Applause)

### Rapid Growth of Manager Movement

**Col. Henry M. Waite:** Mr. Chairman and gentlemen, I am sure it is a pleasure to me to be here today. I haven't anything to say particularly, but I want to tell you that I think the struggle that we have gone through has paid. I am glad to be here in this room full of city managers and men interested in the city-manager form of government. I think that the city manager, as a tool, is able to do so much that we can well afford to be proud of ourselves. When I came into this room, I thought I must be in the wrong place because there were so many people here.

I have watched with considerable interest what all the city managers are accomplishing. The line of accomplishment has been remarkable, particularly when you take into consideration the various vocations from which the city managers are drawn.

### Caution Against Forced Growth

It is impossible to get the efficiency under the other forms of government that you can get under the city-manager plan if it is worked as it should be. But I think one of the greatest mistakes we have made is that we have tried to advance too fast in improving our government. Any step which leads toward the centralization of authority is an advancement. Another great mistake, as I see it, is for a city to adopt the city-manager plan when they haven't the governmental authority behind it. It just makes too much wasted effort of good time and thought.

I am here to see old faces and hear how you are getting along and not to give you a speech. I just ran out to be with you for a few hours. I want to congratulate you because of the way you are growing. But don't let your heads swell. You have wonderful opportunities and I think you are making the most of them.

**The Chairman:** We are all glad that you can be with us even for so short a time. There is food for thought in what has been told us. I think we should watch our growth very carefully. Perhaps we should stay small and grow uniformly in a small way for a considerable time until the people feel sure that they want our form of government. I feel that we will have no trouble in the years to come.

## COMMISSION VERSUS CITY-MANAGER PLAN

**Mr. Hooper:** (Dallas, Tex.) I was very much interested in what Mr. Cummin said. We have a commission form of government in Dallas, but we have a number of places in Texas that are considering the city-manager form. My own personal opinion is that through greater efficiency in government will be the safeguard against very largely increased taxation, but just as a friendly critic, I want to say you will have to show the people where the city-manager form of government is an improvement over what they have. We want to know why the concentration of authority in the hands of one man is superior to what we have—why it is more efficient than the non-partisan commission form of government. We want to know why it is more economical; we want to know what advantages the people would receive; what more immediate contact they would have with their government and how it would be possible to better control the public utilities and render greater service to the people. In other words, we want definite, concrete information that would apply to any city in the United States.

**The Chairman:** We are glad to hear this word from someone from a city that does not have city-manager government. It brings answers to the lips of a good many of us.

**Col. Waite:** I notice that you said you have the non-partisan, straight commission form of government there in Dallas. I have talked to your ex-mayor several times. I just want to ask one question—are your commissioners selected before or after your election?

**Mr. Hooper:** After the election. They run as mayor and four commissioners. They run as Commissioner number 1, Commissioner number 2, number 3 and 4. Each party in putting out its candidates runs the man for place number 1 who is to be water commissioner, etc. It is a generally accepted custom which seems to work very well. You can only elect one man for place number 1 and one man for each of the other places.

### Hard to Elect Competent Administrators

**Col. Waite:** That may be a very nice form of government but I have several objections to it. One is that it is practically impossible to elect through ballot a particular man for a particular function. That has been tried time and time again and it does not seem to work. The man who gets the votes may be a very good grocer, but that does not mean that he will make a good street commissioner. Now as to what the city-manager form of government gives over the straight commission form—you have applied in the city-manager plan a straight business form. You have a board of directors who are elected by the

people. They are purely a board of directors who are responsible for the selection of the city manager, who is responsible for the operation of that community the same as the manager of a large corporation is responsible for the operation of the business. He is then free, under some charters, to make his appointments of men who are particularly trained for certain functions, men who have had experience along certain lines. But with some other charters it is different. I am thinking of the Dayton charter. It allows the city manager to appoint all of the heads from wherever he desires. He is appointed administrator. To my mind that is one of the greatest advantages of the city-manager form of government. My experience has been the community will vote for increased rate of taxation very often if they feel that the money is going to be fairly spent.

### Plan Must Be "Sold" to Public

**Mr. Riddle:** I have been very interested in the remarks of both Mr. Cummin and Col. Waite. They are both men who started in the game early and who have had lots of experience. When I first took the position of city manager, each commissioner was elected by the people. I had the good-will of the commissioners and I got them to adopt a modified form of the city-manager plan and of course I was in very close touch with them, but the people were not "sold." It lasted for about a year and finally the commissioners got tired of seeing the manager get credit for everything that was done and they took back the administrative power and the administration failed. Then they went back to the old form again. When the city I am now serving decided to try the city manager form the man who had it in charge didn't paint the picture too beautifully. The people thought it couldn't be any worse than they had been having and therefore consented to it. They didn't expect very much and they got much more than they expected. However, the success that we have made there comes from the fact that the people were sold and they were willing to help make it a success. It was really a great satisfaction to work in such a community. We worked with the object in view that we would try to accomplish the best results possible and if we have not accomplished the best, we have done very well. Now our people really have confidence in the commission-manager form of government and I don't believe there is any doubt in their minds but that it is the best form of government.

**The Chairman:** Mr. Riddle brings out the point which reminds me of tying a piece of meat to a string and offering it to a dog and seeing the dog jump for the meat. There is a possibility of the dog eventually getting that piece if the hand fails.

We have lived under something like that in Glencoe. Had it not been for the tolerance of the people, the plan might have failed.

### Labor Element Must Be Represented

**Mr. Rigsby:** (Bristol, Va.) I have been particularly interested in what Col. Waite has said because I believe he has given the principal reasons why the city-manager form of government is superior to the other forms. There is a particular point that I want to bring out about the city from which I come, where the labor element is very prominent. It is very essential that these labor people be a part of our city administration; it is absolutely necessary that they be represented in the body that makes the policies for the city.

### Commission Plans Means Divided, Interrupted Responsibility

**Mr. Harry H. Freeman:** I have several points I would like to bring up. The first is the divided responsibility that you get out of straight commission government. You have five commissioners all elected by the people of the city. With them you have an excellent opportunity to have your politics interrupted and you have a serious situation take place in regard to the good work that might be going on in the city. Now the advantage of the commission-manager plan is that the manager, if he proves satisfactory for the job, will continue as the executive head of the city, unless there is some good reason why he should make a change.

### Wrong to Mix Legislative and Administrative Duties

**Mr. Cummin:** I am glad Mr. Freeman called attention to the fact that the commission plan mixes legislative and administrative functions in the same body. Now are you going to prevent people from electing men who can represent their interests? Will commissioners not be chosen because of their policies instead of their ability as administrators? That is the real danger in the straight commission form as against the city-manager form. The best check that you have and the best incentive for progress is centralized responsibility and you have them in the measure that you centralize responsibility. One of the great faults of our other forms of government is the very bad habit of "passing the buck." Whenever you have conflicting authority that thing can occur. Where the possibility is ever present, it is only a question of time until it does occur. Now, almost all of our states have laws governing the forming of private corporations, and most of those laws specify certain forms of organization which must be followed. They elect a

board of directors. Now why is that done by the state? Because they wish to have someone to hold responsible for the things which are done—both good and bad.

### Manager Plan Like School System

That is what the citizens want for a city. They want to have someone whom they can hold responsible for things good and bad that are done. Probably the most successful experiment tried by the government—this is taken at large from over the country—is our school system. We elect a school board which is the legislative body for the educational function of the government and the school board appoints the superintendent. Exactly the same principles apply to running a city as running a school. Both are nothing but administrative and technical work. The theory that has worked so well in schools will certainly do the same in cities. Of course the schools have not been ideal in many places, but nevertheless, it is the best thing that we have done. And so it is with the city-manager plan—we can't expect everything right at first. In many places we are going to have to get a better background, a better form of organization and better tools with which to work.

### "Log Rolling" and "Passing the Buck"

**Secretary Otis:** I can think of one point which I have not heard brought out this morning. With the straight commission form of government, there is always a danger of "log rolling." If a man wants to be reelected, he knows he must make good in his own department and to make good there, he must have sufficient funds.

To illustrate the difficulty of placing responsibility under the hydra-headed commission plan I sometimes tell this story: A fruit peddler was the victim of an accident. A city garbage wagon broke a wheel because of a hole in the pavement and dumped a part of its fragrant contents over the wares of the peddler. The peddler called a policeman. The policeman advised that the peddler see the commissioner of public safety before entering complaint, since the wagon belonged to the city. The safety commissioner told the peddler that he must see the city attorney as the wagon belonged to one of the departments with which he was not on very good terms.

The city attorney sent the peddler to the commissioner of health under whose jurisdiction the collection of garbage belonged. The health commissioner deeply regretted the accident but advised that it would not have happened but for the faulty pavement which was a matter for the highway division of the public service department, hence the peddler must see the commissioner of public service. The public service com-

missioner told the tired peddler that the hole in the paving had been left there by utilities men in laying a water main, hence the commissioner of utilities was the man to see. The public utilities commissioner admitted leaving the hole but explained to the poor peddler his inability to rectify matters as the other commissioners had cut his budget request so much that there were not sufficient funds left for repairing the paving, hence the blame really fell upon the commission. The peddler gave up, moved his cart to a windy corner and wiped off his apples.

### For Policy Elect; For Efficiency Appoint

**Mr. C. M. Osborn:** (E. Cleveland, O.) I think it is all summed up in this one saying—that for policy you elect and for efficiency you appoint. For an illustration I will tell you a little incident that happened in our town. I am the superintendent of the water works as well as director of public service, and also head of the health department. Some time ago a certain landlord, an owner of a building, did not keep up the repairs in his building. The plumbing got leaky and the water bill got very large. The tenant moved and we collected all we could from him but there was still a bill of several dollars that we could not get. Our policy being to hold the property in each case until the water bill is paid, we notified the owner and told him that we had turned off the water. He rerented the space and demanded that the water be turned on and we told him we would do so as soon as the bill was paid. Finally he told the water works clerk that he must talk to the manager so I was called into the case. He told the whole story but I said that I couldn't help him any. He said, "All right, I will fool you. I will go to the health department and they will tell you to turn the water on." I said "All right, I am the health department and I will talk to you right now." The man was quite surprised and decided he had better pay the bill. So, I think it is the concentration of authority which you get in the city-manager plan which is of so much more advantage than is found in the other forms of government.

### With Manager Plan Best Citizens Serve

**Mr. Woolhiser:** (Winnetka, Ill.) It seems to me that there is one additional advantage which the city-manager form of government has over the straight commission form which has not been brought out here this morning. I think we are better able to get a much higher type of a citizen into office. It is very difficult to interest the average American citizen in public affairs. This often leaves the public offices open to the unscrupulous politician. But with the city-manager form, where the commissioners are merely concerned with matters of policy, it is

much more easy to get just the right kind of man from a community to accept public office. With the other form of government they would be burdened down with a great deal of detail work which would discourage them from ever taking office.

**Mr. Jas. C. Manning:** (Hays, Kans.) In most cases the city manager is employed from out of the territory in which he is to work. When that is true, he has no friendships or ties to which he feels he should cater.

### City Administrator Should Be Trained

**Mr. Tracy:** One of the points and advantages, as I see it, and one that has perhaps been touched upon is the fact that you city managers recognize the fact that men have to be trained for the job of rendering public service. In other words, it helps us to get away from the old fallacy that anyone born in the United States may become president or hold any other job. It seems to me that it creates a new attitude of mind that is so necessary before we can ever learn to carry on a government successfully. That to my mind is the one great outstanding advantage of the city-manager plan.

### Under Manager Plan, Duties of Council Take Little Time

**Mr. Penfield:** (Mayor of Glencoe, Ill.) I am not a manager, but I am going to tell you a little experience that our city has had. Three or four years ago when I was elected mayor I had a good stiff fight on my hands to be elected. I had a various assortment of trustees on my hands. The city-manager plan was not working so well then. Nowadays when we come to election we don't look for the man who can get the most votes, but for the man who is biggest and smartest and the most intelligent man in the community and we go to him and always his first reply is that he hasn't time. We contend that under the city-manager system the busiest man in the city has the time because his duties are purely legislative. Last spring I got two of the biggest men in the village to run for election because I promised them that they would have plenty of time. The result has been that in five years of the city-manager plan we have eliminated all party lines within the village. It is not a question of political parties, it is a question of getting the man best fitted for the place.

### Manager Plan Encourages Unbiased Administration

**Mr. Abbott:** (Otsego, Mich.) Michigan today has over twenty city managers and many of the cities having them are of less than twelve thousand population and the managers of those towns have the detail work on their shoulders. They

come more in contact with the people than some of the legislative heads probably do. They have an opportunity to find what the public sentiment is and I find that the man who assumes a position of that kind in a comparatively small municipality is more apt to be a success if he is a man who comes from the outside, because he is bound to be handicapped if he is a local man. If he comes in there a perfect stranger everyone looks alike to him. I believe that he has an opportunity to act more without prejudice. Of course there are exceptions, but I have always felt that a man who has a small community has a greater number of details.

### Centralized Power an Advantage

**Mr. G. M. Zimmerman:** (Sandusky, O.) I don't believe that any city ever "rocked the boat" any more than Sandusky did when it first tried the city-manager plan. We elected four men whom we thought would do very well, but too much had been promised. The people expected entirely too much of these men. When I became city-manager everything was in a wrangle—I was the third man appointed in two years. I am now in the second year of the job and still going. The men elected had made such a mess of things that after one year the people were ready to go back to the old plan. One of the men resigned, the term of one expired and then the other two resigned. We today have elected five men and there are no other five men in this country who are working together any better than our men are. They are broad; they can always get together on a subject. There is one thing that it has done in our city—it is the very thing that several of our men have mentioned here—it has centralized our power and has worked to very good advantage.

**The Chairman:** We want a little time to assimilate the thoughts that have been produced here this afternoon and after I have asked these gentlemen from Dallas to meet with us this evening and perhaps have a word to say and tell us some more things about conditions in their city, I think we should adjourn. These men have come all of the way from Texas and I believe that we can learn something from them the same as they can from us.

Mr. Lucius E. Wilson of New York City is in the room and if you will wait just a few minutes, he will say something to us which I am sure will be well worth hearing. (Applause)

### Government More Than Mere Business

**Mr. Wilson:** You have caught me wholly unprepared. I came into the room so late that I didn't get the slant of what you were discussing. I guess I will tell you about some of my

pet theories in regard to the city-manager form of government. Some of you gentlemen have had to listen to these pet notions of mine on some other occasions, but to those who have not, let, me say that one of the necessary things to be done if the city-manager plan is to be the success it should be is to weed out all ideas of a "business man's" government. That idea must be done away with. I think perhaps some of you men have come here to learn what a business man's government means. The trouble is the business man's mind is trained to handle private matters and not for public service. When a business man enters public life as a city commissioner he is bound to attempt to apply business methods in his work. Of course he should do this to some extent but it should not be carried too far. In private business, this man has probably been "boss", but in public life he can't tell the public where to go if they do not do things to suit him. The public is more likely to tell him where to go. The minute he undertakes to boss the public he is going to get into trouble because the public will not be bossed—that is you can't let them know that you are bossing them. The trouble is that the business man usually does it in too raw a fashion.

### An Art Rather Than a Science

So I think the city managers themselves must cease talking about a business government but make it a government of leadership. As one man said, there is a very great difference between leadership and lordship. I don't think there is any such thing as a business government. Government itself is essentially an art to which there has been added a certain amount of science. May I call to your minds a definition of science as compared with the definition of art? Science is an exact thing while art is in no sense exact. I know that there is a certain amount of science in government, but government will never live or die by the amount of scientific practice put into it. Government is simply a department of human life and human life has always refused to be cast into a solid mold.

Now I will get back to my original text—we will never get any place with a "business" government. It smacks too strongly of the market place, of buying and selling, of the ruled line and balanced account. We will never get good government by confining our interests to government of that character. Business government or government by business men must fail in the presence of government which I have attempted to define. (Applause)

**The Chairman:** I am very glad that you can be with us, Mr. Wilson. And now we will entertain a motion for adjournment.

ADJOURNMENT

**October Twenty-seventh  
Dinner Session**

**DEMOCRACY OF COMMISSION-MANAGER GOVT.**

**James E. Barlow City Manager of Dayton, Ohio, Presiding**

**The Chairman:** I am very glad to see the large number of you city managers who are attending our meeting in Indianapolis. I think each year our meeting grows both in numbers and in the interest shown. I don't know how many members we had last year at Roanoke, but we had some mighty good sessions. You will remember that while we were there we had a false report of the Armistice being signed and about a week after we returned home, we had the real report.

Since that time we have had many problems to meet. Problems of the war were comparatively simple compared with some that we have had since. During the war everybody was working toward one end. But papers, during the last few weeks, have been just full of labor troubles and we don't know what we are facing in the future. Every one of us here will play a very responsible part in the solution of those troubles.

I have just learned that we have here tonight probably one of the youngest mayors in the country. I think we are all interested in him and in the government of his city—Dallas, Texas. I am sure we would all like to hear a few words from Mr. Wozencraft. (Applause).

Honorable Frank D. Wozencraft explained the working of the commission plan in Dallas.

**The Chairman:** I think that was a very interesting explanation of how the commission plan is working in Dallas. I think we ought to adopt Mr. Wozencraft as a member of our association.

You know it is said that the Kaiser formed a league with the Lord for destructive purposes. Well, our friend Colonel Henry M. Waite now of the Lord Construction Company, has formed a similar league and it is for constructive work. It gives me great pleasure to introduce my predecessor, Colonel Waite. (Applause).

**Colonel Henry M. Waite:** I don't know exactly where to begin on the question that has been assigned me. Without going into the definition of "democracy" I think I will change the subject to read "The Commission-Manager Form of Government and how it can be a Democratic Form of Government."

One of the great difficulties with the city-manager form of

government is having the authority placed in the hands of one man, but as I said this afternoon, the theory of the form of government is to divide, without any question at all, the administrative functions from the political functions. In many places the commissioners very often feel that when there is any public work to be done, they want the manager to do it, but you have to keep the commissioners before the people because they are the only ones that the people elect. To my mind that is the greatest opportunity for the city manager to democratize the city-manager form of government.

### Keep Commission and Public Interested

As I said, it is absolutely essential to keep the commissioners before the public and it is just as necessary to keep the commissioners interested as it is to keep the public interested. Too often a government will rely simply on elections to keep the people interested. That is probably where the old form of government has failed to the greatest extent. I think it was Henry Adams who said that political parties are simply the organization of hatred and I think we all agree with him. After seeing some of the elections that we have had in our cities in this country, it is only natural that the people believe all public officials to be thieves and robbers.

In Dayton we have a very straight forward and business-like election and there is nothing to remind you of the old political fights.

It isn't so much the form of government that you have, but it is what the government accomplishes that counts. What we are all looking forward to is the stability of our government. I want to congratulate this organization on its growth, on the work it is doing and on what it is accomplishing and I hope you will keep it up and elaborate on it. (Applause).

**The Chairman:** Have any of you gentlemen any questions you would like to ask? If not I am going to ask Colonel Waite to tell us some of his experiences while across there in the old country and tell us what he knows about the German government. (Applause)

**Colonel Waite:** I had a very interesting opportunity to study the German government at very close range in that four of us were lucky enough to be sent to Coblenz and met there a representative of the German staff to arrange the details of the withdrawal of the German army from France and the other countries. We asked him to give us a report as soon as possible of their food supply, how long it would last and what it consisted of. It was remarkable in what a very short space of time they were able to deliver to us that information and all of the minor details.

### **German City Government Not Representative**

Of course if you are not familiar with the German organization of government, you can cover it in a few brief words by saying in the past they elected certain boards or commissions or whatever you desire to call them, but in the election of these boards there was not a fair representation of the people. The higher official places were all held by men who were educated by the German government.

I had charge under General Smith of all of the utilities in the occupied territory. I investigated their electric light plants, their street railway systems, their water works and all other such public utilities. I asked the commissioner who was in charge of the electric light plant as to his cost sheets, etc., and was interested to see that they made about the same amount of money during the war, simply by raising the price of electricity and there seemed to be no objection on the part of the people. There was just never any question about it at all.

### **German Burgomasters Autocratic**

After the Armistice was signed a proclamation was issued to the effect that all cafes were to be closed at nine o'clock and all children under twelve years of age were not to be allowed on the streets after six o'clock in the evening. Electricity was to be conserved in every possible way. You can imagine what such a proclamation would do to any city in America. All the people over there did was just go up and read it and then go home and obey it. It was very interesting to see and talk to some of those Germans.

I could tell you many incidents but I don't believe I will take any more of your time. (Applause)

**The Chairman:** I think it is time for us to adjourn to the assembly room. There Mr. Storey will show us some slides of war memorials that have been erected and will tell us of his work. I hope all of you will be there.

ADJOURNMENT

## COMMUNITY BUILDINGS AS WAR MEMORIALS

October Twenty-seventh, Evening Session

Harrison G. Otis, secretary, presiding.

**The Chairman:** The erection of living tributes in the form of community buildings as war memorials first proposed by **The American City** in its issue of September 1918, has become established as a definite public policy. Statistics in the files of War Camp Community Service show that more than four hundred towns and cities have already decided to thus commemorate the heroes and ideals of the World War.

This breaking away from the traditional arch, statue, and monuments—cold tokens to the dead—seems appropriate and significant. Of all the boys who went overseas, ninety-six per cent have come back to us, and it is the purpose of those who advocate the erection of a memorial building not only to commemorate the fallen, but to pay grateful tribute to all who served by establishing these democratic gathering places for the whole community. Certainly no greater honor can be paid to our soldiers and sailors than this determination of our citizens to "carry on" in times of peace with a deepened conception of brotherhood and service to fellowmen.

These community center buildings will furnish a permanent means of conserving the fine "get together" spirit that characterized the "huts", hostess houses and service clubs that played so important a part in maintaining the morale of the men in uniform. Moreover, they will furnish a means for the continued practice of neighborliness, a splendid outgrowth of our common struggles too valuable to lose with the return of peace.

The memorial community building, however much it may vary in its general plan and facilities in different towns and cities, should be dignified, beautiful and inviting. This is not too high an ideal to be attained even in a community house of the most unassuming proportions, because the architecture of public buildings, unlike other forms of public art, has made rapid progress in America.

We have reached the stage where the average town or city will be able to achieve a building of good taste, beauty, and appropriateness to purpose. And not alone must the idea of beauty be incorporated into the building itself, so that it speaks forth from the very stones of its structure, but the innate sense of beauty which we, in the newness of our national life, have done little to develop, must be cherished and fostered within its walls. Local music, painting, drama and literature should

in music clubs, in home talent exhibitions—and, yes, in a writers' corner, find there such encouragement as they have never found before. Thus, on its aesthetic side the building will bring into the lives of those it serves that "Loveliness which is loved forever," unchanging except to increase with the passing of time.

The building is to be a memorial. By its very nature it must record the names and deeds of all who served, and especially those who gave their lives in the cause. There may be a hall of fame, embracing, together with the more personal records, a war museum of exhibits, trophies, battle flags, and other physical evidence of the tragic, glorious conflict. The larger buildings may contain a chapel with votive tablets and memorial windows where family or friends may for a while go apart from the crowd to linger with the memory of their departed. One of the largest reported projects is of a community auditorium to have a great bronze star with an electric light representing each fallen hero, and these will burn without ceasing.

### A Gathering Place for Whole Community

Apart from its memorial feature, the building will hold many pleasure-giving facilities, for it will be designed to serve varied social and community interests and to be a general gathering-place for the young and light-hearted as well as the older and the more serious. Employers and employed, Republicans and Democrats, Catholics, Protestants, Jews, men, women and children of all ages, will meet in the community house on equal footing.

Common needs not otherwise met will be provided here. Every community should have a central meeting-place bearing more than a casual relation to the population as a whole, for the celebration of civic festivals, the unofficial or social inaugural of municipal and state officials; for community sings, receptions to distinguished guests of the city, meetings to welcome new citizens, whether enfranchised by naturalization, by legislation or by virtue of a recent, long-anticipated birthday; and, especially in the case of smaller towns, for a whole round of recreational activities, dramatic and art interests, and educational programs. One of the first functions of a community house would be to provide this general meeting-place.

In planning the recreational facilities of a community memorial building, it is necessary to consider the needs of all the groups of the community—adults, young people, and children, as well as the existing facilities offered by schools, churches, clubs, and kindred organizations. While no group should be neglected, duplication of already existing service is naturally to be avoided.

As a "living memorial" the community building will find its most appropriate and, perhaps, most important function in carrying on the war-time ideals of service and democracy, through the centering there of the activities of war veterans' societies, civic organizations and welfare bureaus. To these activities may be added many others, less clearly outgrowths of the war, but equally important as forces for community betterment and inspiration.

Surprisingly few cities or towns have adequate meeting-places for their non-political municipal activities. Mass meetings, large patriotic gatherings, etc., have to depend for the most part on borrowed churches or school houses or rented theatres. The auditorium and assembly-rooms of the community house will not only fill this need but will encourage the freer coming-together of large and small groups of people for discussions of civic and general interest matters. Small rooms will be available for committee meetings and for the use of civic improvement clubs, public health and sanitation commissions, "better babies" bureaus, and kindred purposes.

### Headquarters for Community Organizations

Many non-partisan, non-sectarian organizations will logically find their home in the community house. There is a peculiar fitness in its being the headquarters for the American Legion, as for Community Service, the Red Cross, and similar bodies. The Chamber of Commerce, the Rotary Club, the Kiwanis Club, the Boy Scouts, and other organizations promoting better community life, may by special provision have their headquarters here also. The Grange, the county welfare commission, the farm demonstrators, and whatever bodies represent the joint interests of the town and the surrounding country, or of the county as a whole or tend to bring about a closer understanding between the farmer and the business man, should be specifically provided for. An information bureau may be included in the facilities of the building unless already conducted by the chamber of commerce or other agencies. Certainly there should be rest-rooms and comfort stations for men and for women.

During the past year War Camp Community Service has established and conducted a bureau of memorial buildings, of which I have had the pleasure of serving as manager. Our bureau has published a series of twelve bulletins under the general title of "Community Buildings as War Memorials." These bulletins deal with the various phases of the memorial building movement such as planning, managing, financing; provision for art, music, and drama, the architecture, memorial features and the activities which may be provided for. We have also

conducted a survey of existing community houses and from this survey have drawn certain conclusions:

### **Lessons From Existing Community Houses**

The community center should be the outgrowth of community needs, and only as it meets these needs adequately is its permanence assured.

The community building must be centrally located so as to be easily available to the largest possible constituency.

The facilities should be planned with a view to the future growth of the community and its broadened recreational life.

The community house and its activities must be ably financed. The problem of financing is not so difficult as it at first appears. A truly successful community house will so meet popular needs that it will receive adequate popular support.

Democratic control is highly essential in an institution which is to serve all people on an equal footing.

Capable management, placed in the hands of a broad-minded, trained worker will do much to insure the success of the project.

A comprehensive program of activities developed in accordance with the expressed desires of the community and to provide for participation by all elements of the neighborhood is, of course, the ideal to be sought.

The erection of community houses as war memorials is a most timely and logical expression of our renewed patriotism. Patriotism means love of country, and surely that part of one's country deserving the greatest love is one's own home town.

Certainly no greater tribute can be paid to those who offered their all that democracy may live, than to create and maintain these homes of democracy which shall serve as power-plants in generating community happiness.

Mr. Walter Story, our director of exhibits, will present to you by means of a stereopticon a brief story of the growth and spread of the memorial building movement.

(An illustrated address was delivered by Mr. Story followed by general discussion.)

## HOW THE MANAGER PLAN WORKS

October Twenty-eighth, Morning Session

Vice-President H. H. Sherer Presiding

**The Chairman:** We have someone with us whom we hoped to have with us yesterday and one we are always glad to see. Professor Hatton is sitting back there all unaware that we are going to ask him to address us, but we are going to let him choose his own subject. He has a lot of constructive things to say. He doesn't always tell us all of the nicest things we do, but we are very glad to hear anything he wants to say and we are very glad to have Professor Hatton with us this morning.

### How the City Manager Plan Works

**Dr. A. R. Hatton:** Mr. Chairman and gentlemen, if you will consult your program, I was supposed to be here at two-thirty yesterday afternoon. There are several reasons why I was not here at that time but the main one was that last night in the City of Cleveland a committee that was appointed nearly three years ago reported as to the desirability of the city-manager plan for Cleveland.

I have been attempting during the last year to make a tour of the cities where the city-manager form of government is used with the idea in mind to see how the movement is progressing. I am never quite sure when I enter a city and never quite sure when I leave whether the manager is glad to see me. I always prefer to make up my own mind as to what the situation is before I see the man on the job. I have found sometimes I can tell the manager some things about the situation in his own city.

How is the city-manager plan getting on? Well, on the whole I think it is getting on remarkably well. I think many people feel that it is not living up to its early promises. The reason I say it is getting on well is because no matter how the city-manager plan is run, it is nearly always better than the old form of government. I want to emphasize the fact that anyone who goes into a city to judge how the city-manager plan is progressing, must first acquaint himself with what the city was before the city-manager plan came into being—I mean what the city was politically before the manager plan came to be used.

I have been under the impression that most of the men who are promoting the city-manager plan under-estimate the poli-

tical factor. On the whole it has seemed to me that many have felt that the job was accomplished as soon as the city appointed a manager. The success of our plan in a city depends on whether the people of the city are pleased; whether it is a human institution; whether it is as close to us as our old government was.

### New Plan Better Than Old, Even With Politics

I think that we will get along all right as long as we can eliminate politics, but I am afraid that we will get into trouble if we let the city-manager plan fall into the hands of politicians. Newburgh, N. Y. has had that very thing happen. I don't feel that the city is entirely to blame. Right here I want to emphasize the desirability of knowing your city. Newburgh is a beautiful place. I think it is about the most provincial city in the United States I have ever been in, where the most prominent people in town seem to know so little about what is going on in the rest of the world. They have lived politics for years—it is their very breath of life. The children draw in politics with the very first breath of life. Newburgh started out by electing a pretty good council. They started out pretty well and went out of town for a manager. The manager was asked to retire about six months after he was appointed. Another man was put in his place and he continued there until last spring when he died. They then put in as manager an active Republican politician. The appointment of the city manager in the City of Newburgh has been regarded as a part of the political organization. But even with all the trouble they have had at Newburgh, the city-manager plan has given better results than the old scheme of government. And, as I said, even if the city manager's place does fall into the hands of politicians, they still have a much better system than the old form.

Those are rather interesting things which one wants to consider about the manager plan. I told you the history of Newburgh, N. Y., because I wanted to impress upon you the fact that our government is superior to the other form.

### Gaining Public Confidence

After all, in most of the cities, although you have done your utmost to sweep partisanship out of your legislature, you will find that a very large number of the people expect the appointments to be made and the work to be done in the old partisan way. They don't seem to believe that it can be done in any other way. I want to impress upon you city managers the importance of getting the confidence of the people as to your political impartiality. I think you can get the public confidence in two ways. The first is by furnishing service, showing the

people that it is possible to render them more service than they had before. The second is by showing the people that it is possible to render service promptly. If you get in the habit of rendering service promptly, it will probably increase the demand for services but it will also bring the people to feel that at last they are in a position to get the kind of government they have been wanting. By rendering service you can gain the confidence of the public. I have said that when the manager plan goes into operation there will be a great many people who still expect it is going to be a political affair. I know of managers who had the best intentions in the world who permitted that feeling to continue.

There are nearly always two or three men who have been important factors in the old political organization and these are the men who must be watched. You may gain the confidence of the people by leaving the men in office who have been there before and again these men may do a great deal of damage. It is really quite a problem and every one of us must work it out for himself.

### Non-Partisan Elections Essential

I have already spoken of the election. It is almost essential that we get to non-partisan elections. I believe that is a most important factor in the city-manager plan.

In my observation of the city-manager plan I have noticed it has shown great adaptability. It will fit almost any place.

The city managers themselves are very different and they all proceed along different lines. But in spite of all the drawbacks to the plan, in my opinion the manager plan in the United States is the only form of government that should be used. In twenty-five years we will look back and realize what a small beginning this is, but it is a very wonderful beginning. Practically all that we have done now is to demonstrate the possibility of having the right kind of a government. The manager plan has not begun to show its maximum of capacity of service to the people. On the whole we are only in the beginning as to the type of man we have as manager. Those of you who have come into the manager field so far had to be picked up here and there. Now more and more men are beginning to think of the city-manager business as a career. There are no supermen among us. Now I am putting myself along with you, taking us all together. With the material we now have, we are securing what seem to me to be remarkable results. Managers will come and managers will go. I think that a great many managers will try to get out. I think that probably successful managers will see their day of greatest service in one city and be passed up for someone else.

### Soundness of Plan Demonstrated

I feel that the demonstration has been made of the complete soundness of the plan under which we are working. I am absolutely sure of it although in some cases I have been disappointed.

I have talked in a very rambling way so I would be glad if you would ask me any questions. I am making this tour of cities and trying to stay at each place long enough to make up my mind about the situation there. I would like to have you check me up as to my conclusions. I have had no time to prepare any speeches so I always like to have the men ask me questions. (Applause)

**The Chairman:** I think we can take about fifteen minutes for discussion.

**Mr. Fred H. Locke:** (Grand Rapids, Mich.) I would like to have an outline aside from the service by which a manager can create the confidence of the public.

### Must Keep Public Informed

**Dr. Hatton:** A city manager cannot make a great success without being an advertiser. I don't mean advertise himself but he must advertise what he is doing; he must carry the people of the city along with him. In other words, it is possible for the city-manager government to do excellent work and yet the people of the city not know very much about it. What I am saying is that you have to carry your public with you by keeping them with you in what you are doing. Many of you city managers have been so interested in doing the work that you have almost forgotten about the public. You have got to keep your public clearly informed without making the public think you are a self advertiser.

**Mr. R. W. Rigsby:** (Bristol, Va.) The question has arisen in regard to cutting out old timber. A certain amount of timber has to be cut out of the offices. In my town there is a particular man in a department where records have to be kept and where it seems to be a matter of policy to keep this certain individual, so we decided to keep this man in office and try him out. There has arisen to my mind the advisability of keeping that man in office. I would like to get your opinion on that plan. We are going to try to get written down as a record the things which he has and knows which no one else has in way of records.

**Dr. Hatton:** I am afraid I would have to know more about the case before I could give much of an opinion.

**Mr. G. A. Abbott:** (Otsego, Mich.) Which would you consider the proper and most efficient number to serve on the com-

mission board? How long a term of office do you approve for the commissioners?

### Larger Commission Probable

**Dr. Hatton:** I believe we are getting away from the small commission boards. I think some where between five and nine commissioners is a very good number. Eight is pretty nearly the standard. Now as to the term of office, that depends largely upon the system of legislature the city has. I would not consider a commission board of three members as efficient as a board of five members. However, you must not forget that efficiency is not the only point involved. After all, the people have a right to the government which they feel is a fair representation and I doubt very much if we are not stacking too much on these three men when you reduce the board to that small a number. I don't believe any board should have less than five members, I don't care how small the city is. I think it gives the board a little more stability to have a larger number of members. Less efficiency is the necessary penalty that we pay for popular government.

Here I want to issue a warning to you managers. I find in a good many cities a feeling on the part of the people that they can't get quite as close to the manager government as they could in the old scheme. That is not necessarily so, but that is the way the public expresses it. I want to impress upon you that the public has the right to know the reasons for things which are done and they have a right to know what you are saying, and I am sure that they know that they have that right. How can you get a commission of three men to talk so everybody can hear? How can you get them to say it over again? One of the dangers to the manager plan grows out of efficiency. You can get your governmental machine running so efficiently that it doesn't make enough noise.

Here the business man comes into it. The business man's idea of a city government is like a directors' meeting of a corporation. They try to make the government run too smoothly. I find that criticism everywhere.

**Mr. James E. Barlow:** (Dayton, Ohio) Is the manager too much in the public eye?

### Decisions Made by Commissioners

**Dr. Hatton:** Very often he is. I think the wise manager lets the public know that the decisions are made by the commissioners. I think you have done very well in Dayton.

**Mr. R. S. Blinn:** (Lapeer, Mich.) Do you think it is best to always give the people what they want or should they be given what they need?

**Dr. Hatton:** I think you have to give them what they want and educate them to what they need.

**Mr. George E. Zimmerman:** (Sandusky, Ohio) In my city one of the commissioners was operated on in the hospital and before he left it was made a matter of record that he was excused.

**Mr. Blinn:** I want to put myself on record about the question I asked you. Do you think it is the right thing to give the people just what they want so that you don't stir up anything?

**Dr. Hatton:** Just let me say in closing that you can not lay down any rule. I feel that we are doing everything that the people are ready for; all they would stand for. You know that you can't go faster than your public is ready to go, but at the same time you can't take the line of least resistance.

### Methods of Educating Citizens

**Mr. W. M. Rich:** (Sault Ste. Marie, Mich.) In order to assist in gaining the confidence of the public we tried a little scheme in our town that will not work so well in a larger city. There are a lot of foreigners in our town and occasionally I dropped in on those fellows and talked things over with them. I find that this plan works out very well. It seems to get those men interested and they talk among themselves.

**Dr. Hatton:** I think that is an excellent plan. The foreigners are human beings just like the rest of us and they deserve the same attention.

**Mr. Locke:** I have been making a practice of speaking before different clubs—Mothers' Clubs, Ladies' Clubs and all kinds. But in speaking I always keep myself in the background by boosting the commissioners. I think that is doing a great deal to keep the government before the eyes of the people of our city.

**Dr. Hatton:** Now I think we should study out our work carefully, prayerfully as to how we can make our cities better.

**The Chairman:** We could very profitably continue this subject for a longer time, but I feel as though we must pass on after thanking Doctor Hatton for giving us his good advice as a good brother in this association. We have to pass on in order to take care of some of the talks that were to come later, closing the session perhaps a little earlier tomorrow than the program indicates.

### ORGANIZATIONS OF MUNICIPAL EMPLOYEES

**The Chairman:** Our president, Mr. C. A. Bingham of Waltham, Mass., will address us on the subject "Municipal Employees' Organizations". (Applause)

**Mr. Bingham:** "Unfair to Organized Labor", "The Right

of Collective Bargaining", and similar expressions are heard on every hand these days. It makes us all sit up and take notice, whether or not we are public officials. No one wants to be unfair to labor and we all recognize the right of any organization to secure better conditions for its members. But as in everything else there is a right and a wrong way to accomplish purposes. At the time of the telephone strike most everyone saw that the operators were underpaid and we were all pleased to see them secure the increases, but after they had been granted their requests public opinion would have turned against them if they had walked out on a "sympathetic strike" because a union of plumbers or policemen did not "get theirs."

Fortunately the day of an absolute general strike out of sympathy has passed, because practically every line of work is now organized and such a general strike would tie up everything so that even the strikers could not eat their breakfast, read their paper, visit their friends, go to the theatre or even be buried, should they die during the strike. There is another truly amusing phase of the union situation shown during the building of the cantonments when clerks left stores and offices and by the joining of a union were simultaneously changed into full fledged carpenters and worked beside and received the same pay as "honest-to-goodness" carpenters who had spent years at the trade. Right here we have a good opening to discuss the after effect of war-time wages, but that is not the title of this paper so we better leave that for the historians and get down to our topic.

### Boston Police Strike

The word "strike" is too good for the disgraceful affair which has just occurred in Boston, thirty minutes' ride from our peaceful little city. I pray that you men may never experience such a situation, when stores were looted, men killed and young girls worse than killed, while the deserting sworn guardians of the peace were singing "Hail, hail, the gang's all here, what the hell do we care now." The sadness was not all experienced by those left to the mob's mercy either; there were hundreds of veteran officers who had grown gray in the service of their beloved and historic city who were actually forced out of their positions by hot headed agitators whose service was as new as their doctrines. There was actually a fund collected for the relief of the families of striking policemen. For fear some might think that Boston is located in Russia, I want to state that I am speaking of Boston, Massachusetts. The attitude of the public may be seen by the fact that many ex-police-men were refused jobs even where labor was scarce because employers did not want men who would violate an oath in public

office; and beside the numerous resolutions of confidence and approval sent to the governor and police commissioner by organizations and municipalities nearly three thousand individual letters were received by the governor.

### Fine Treatment for City Employees

It can truthfully be said that there is not a state in the country or probably any other country, where municipal employees receive the advantages that they do in Massachusetts. For example, our own city,—even the laborers receive a two weeks' vacation with full pay, Saturday half holidays with pay the full year, netting forty-two hours work per week. Every laborer receives a pension equal to half his rate of pay after the age of sixty-five if he has worked for the city for twenty-five years, or after fifteen years if he becomes incapacitated, and all from city funds, not one cent being contributed by the employee. Also in weekly compensation from accidents he receives two-thirds of his weekly salary instead of one-half as in many states. The pay for laborers averages four dollars a day or twenty-four dollars per week for forty-two hours net work averaged through the year. The result is that the average city employee in our state is a decided asset to the city, generally owns his own home, and takes an interest in his city and his work.

### Right Kind of Organizations

Our municipal employees are well organized, but are not affiliated with any general labor organizations. Both police and firemen have their mutual benefit associations, hold meetings, discuss the welfare of the department, the city as well as their positions; and on all matters of salaries, rearrangements of shifts and platoons, their executive committees meet with the city manager and a mighty beneficial spirit is at all times maintained. I do not believe they could be inveigled into joining any federation of labor; in fact at a recent convention of policemen, the delegates from our department joined with those of practically every other city in the state in overwhelmingly voting down the entreaties of the ex-police force of Boston for approval of the Boston strike.

### Danger in Outside Agitators

Our laborers have a strong and well governed union and a very interesting situation arose about a year and a half ago when the union was rather young and appeared to be influenced by so-called national officers. This union asked the manager for an increase of pay and it was granted. In a short time an-

other increase was requested. This second increase was refused and a strike of a month's duration ensued. We stopped all construction work, used foremen, carpenters, blacksmiths, etc., to man the ash trucks and other necessary works and drifted along for a month or so. The conservative element in the union then met with the manager and with the chamber of commerce as a neutral party and an agreement was executed by which an arbitrator was elected from the union to settle all future controversies with the manager, no strike was to be called in the future, only such men were to be reinstated as the city could use to advantage and the wages were raised. The month's cessation of work had saved enough money to meet the raise for the remainder of the year, work was resumed and everything was arranged satisfactorily, but without the aid or interference of the national officers. Since that time we have raised wages twice, the last time a flat ten per cent. raise for every city official and employee below the \$2500 class, and this last increase was unsolicited.

### **Effective Cooperation**

The most harmonious relations have existed between the union and the manager, even so far as on several occasions when teamsters have been found killing time, the fact was reported to the arbitrator of the union and the men were censored by their union officials in a more lasting way than by the department heads. That is cooperation and I can tell you that as long as such conditions last, the Waltham Municipal Employees Union can secure any favor that is in the power of the city manager to give them. Laborers' vacations were formerly given in the winter, this has been changed to the summer when a vacation is a vacation. A new rule has been voluntarily made that laborers, who have worked only a portion of the year, receive one week's vacation and cases where a vacation was due but not given in years back have been straightened out. A wash and lunch room has been built at the public works yard, the union has a page of its own in the municipal bulletin and in every other way life has been pleasant for both sides, but without the appearance of a national officer since the strike.

Of course, occasionally among four hundred employees a disgruntled one crops out, but he is generally handled in such manner by the brethren that the city officials do not have to take notice of it. In the food, fuel and blanket sales over sixty thousand dollars worth was sold by the city employees who worked early and late without additional remuneration.

I do not want to boast of any little heaven of happiness but I do believe that as long as each of us tries to treat the other on the Golden Rule plan we will have continued harmony—with-

out which we certainly could not render real public service to our bosses—the taxpayers. (Applause)

**The Chairman:** Mr. Barlow of Dayton will supplement Mr. Bingham's discussion.

### Dayton Down on Police Unions

**Mr. Jas. E. Barlow:** In order to create a lively discussion, I wish I might differ from this speaker. In this instance, however, Waltham seems to be sailing along so smoothly that there is not much opportunity to criticize. Mr. Bingham is very fortunate to be located where he has apparently ample funds to meet all demands. Were he in Ohio, it might be another story. About all that I can do will be to make a few observations on the more general aspects of the labor problem.

It is my experience in the Middle West that public employes are not organized as Mr. Bingham's paper indicates they are in the East. In the case of Dayton, we, of course, employ many union men but the only department organized as municipal employes is the fire department, they being affiliated with the A. F. of L. This matter of an organization in the fire department came up during the war, as did also a union among the policemen. The position taken by the city in the latter case was that the police department was semi-military in character, having a sworn duty to perform and must be subject to the orders of the responsible city officials and to no other body. After some unpleasantness, the stand taken by the city prevailed. The experience of Boston has since justified this position.

Every employer, be he public or private, wants his employes satisfied, contented, happy. In general, little objection is offered to organizations of employes looking to their own betterment, and it is my observation that employers are glad to discuss with their employes any problem of mutual interest. Many employers do strenuously object to dealing with professional agitators, who may have no local interest at heart and whose job appears at times to depend upon keeping unrest alive.

### Fair Play Essential

For years past, capital has been in the ascendancy. Unfortunately, the leaders did not have that broadness of vision, that spirit of fair play, of live and let live, which is so essential to co-operative effort. Now conditions, accelerated by the war, are changing and labor appears to be coming to the ascendancy. Is it reasonable to suppose that the thousands of labor leaders will have these qualities to a greater degree than did the employers, and without which industrial troubles are surely ahead of us?

Unfortunately, the spirit seems to be "get while the getting

is good." Meanwhile, the public bears the load. With increased labor cost, the cost of living has soared. The laborer is not the one to be hard hit but rather the salaried man, the teacher, the clerk, the office man, and especially the public employee whose increase in compensation has not kept pace with the increased cost of living. In Ohio our income from taxes is limited by state law and it has been especially difficult to try to finance needed increases in compensation. Our employes, however, know and appreciate the handicap, and we have had no threatened strikes. We have materially increased salaries and wages even though means of financing was not in sight but even so the supply and demand market is such that our present rates do not attract an adequate supply of employees. We pay no pensions except in the police and fire departments.

### Four Parties to Controversy

In this capital and labor controversy, there are really four interested parties, (1) capital, (2) management, (3) labor and (4) the public or consumer. In the case of municipal employes, capital and the public are the same individuals. In most labor troubles in the past, the public has not been given adequate consideration.

It is a rather striking fact that the one class of organizations which might hope to keep soaring prices within bounds has never been really successful in this country. I refer to organizations of consumers. If capital grants unreasonable demands of labor with resultant exorbitant prices, both could be brought to time if the consumer, by concerted action, would refuse to purchase. Perhaps in the future, such organization may play an important part in settling these questions.

When capital became too powerful, through formation of trusts, etc., public interest demanded enactment of legislation to curb them. Labor, from some points of view, has taken or aspects of a trust, has tried to prevent individuals from working and has treated contracts as scraps of paper. Last Sunday's newspaper says there are 70 strikes going on in the country and of these less than a dozen have been officially authorized. In other words, the situation is getting away from the control of the recognized labor leaders.

Proposals have been made to enact legislation recognizing unions as corporations, responsible legally for their acts. President Wilson, in Sunday's paper, says that the threatened strike of bituminous coal mines is legally wrong. We are fast approaching a stage where the public interest is to be a determining factor in settling strike differences.

It is exceedingly difficult for one whose sole interests seem to be on the capital or labor side of these controversies to appre-

ciate the other's point of view, not to mention that of the public.

Organized labor seems to be reaching out to affiliate with itself organizations of all classes of workers, skilled and unskilled, agricultural and industrial, public and private. Perhaps in this will lie a solution. Increase in wages does not, as many labor men argue, reduce the profit to the manufacturer—rather it increases the cost to the consumer. Hence, we have the high cost of living following, or rather keeping ahead of, the wage increases. Now if we can get all, or nearly all of the people affiliated into one grand union, and collectively get an increase in compensation periodically, what do we accomplish? We get more money but our living cost increases in greater proportion. Our real net result is merely to decrease the purchasing power of the dollar, more than the increase in the number of dollars we get. If 100 per cent of the people could be gotten into such a union there might be some real object gained by striking to reduce compensation!

### **Strike of Municipal Employees Wrong**

I have gotten away from the subject of municipal employees' organizations. As stated before, there is no objection to organizations of public employees even though formed for a selfish purpose provided the methods adopted to get the results does not injure the public. The strike method should not be permissible in the case of public employees.

The American public if it has the facts, is fair, and public opinion in the last analysis is going to decide these union questions. The working and living conditions of the laboring man have been improving by process of evolution—it behooves every one of us, and especially the public employees, to see this process continues rather than have chaos brought on by a revolution, precipitated by radical propagandists. (Applause)

ADJOURNMENT

## SELLING GOVERNMENT TO THE CITIZENS

October Twenty-eighth, Banquet Session

**Ex-President O. E. Carr, Manager of Springfield, Ohio, Presiding**

**The Chairman:** Mr. Freeman, Manager, Kalamazoo, Mich., will now speak to us on the subject of "Selling Government to the Citizen." (Applause)

**Mr. Harry H. Freeman:** (Kalamazoo, Mich.) Mr. Chairman and gentlemen, in the few remarks I am going to make on this subject tonight, I will be obliged to elude to Kalamazoo quite frequently to illustrate my points.

We decided when we first started the city-manager plan in our city that it was necessary first of all to have a harmonious spirit among the employees of the municipality. And here I must refer to myself. When I came into my position, I was unknown. The office holders had been appointed under the former political reign and they had grave doubts as to what would happen to them. The first thing I did was to let them know that we were going to try to run the city on a little different basis from what it had been run but I told them that for the present at least they were going to maintain their positions and this brought about a very harmonious feeling and complete understanding.

For an hour every morning we come together and discuss the various things which are practically routine affairs. In this way we get advice from one another and some of the men make suggestions that are valuable to all of us. I feel that it is very important that the employees of the city have that spirit because in the course of a year they are going to come in touch with a great many people on the outside and they are going to tell them how things are run. This helps to start an enthusiastic feeling and it extends from the manager down to the laborers on the streets and makes them speak well of the government at all times. If there are any complaints, if anything has been done wrong, we attempt to correct it. I can honestly say it was not very long before we had the right spirit going in full force.

Under the old form of government the average citizen came in contact with his government about twice a year—when he paid his taxes and when a candidate came around to see him. Under the old form it was almost impossible to get things done in your ward.

### Handling Complaints and Suggestions

We have had a regular complaint slip printed and if the people of the city have any complaints to make, we ask them to use these slips or come in personally with it. And we ask them to come in to make any suggestions they may have. When one of these slips is turned in we investigate to see what is the trouble.

The thing most often employed, I believe, in the campaign of selling government to the people is the printed word. Of course first of all there are the newspaper articles—they are absolutely necessary and in Kalamazoo we have attempted to give them out along this line rather than have them issued from the manager's office. We have split them up so when things get into the papers they come from the department heads or the people in the offices and they get the credit for them. Our fire chief has something to say about protection of the fire alarm system or the new fire apparatus. Our assessor has something to say about the assessment rolls or the assessment increase for the past years, or about taxes. It comes from his office with his name. And so it is all through the various departments. It makes it much more effective; more interesting to the public; more interesting and valuable to the department heads.

### Monthly Municipal Bulletins

We are doing at Kalamazoo what a number of you are doing and that is issuing to the citizens monthly bulletins—just a four page folder that we put out and distribute one to each home in the City of Kalamazoo, by which we attempt to keep the people informed of how we are spending their money, what policies we are contemplating, and in a few words tell the people what the city as a whole is thinking and doing. In other words, the purpose of the bulletin is to show what the new form of government has accomplished, what it is undertaking at the present time and what it hopes to do for the future, keeping them informed in an up-to-date, direct manner. This little publication costs us about fifty dollars for twelve thousand copies and we offset that by a few little advertisements. The cost of distribution is about twenty-five or thirty dollars, so you see a single issue doesn't cost very much and is very effective for keeping the public informed.

### An Illustrated, Readable Annual Report

We never had a budget in the City of Kalamazoo until last year. We took a lot of pains in drawing it. We had a thousand copies printed and we mailed about six hundred of them to a selected list of business and professional men whom we

know would be inclined to take an interest and would study it. We got very good results from doing that. Then of course there is the annual report. I think that there is a distinct improvement being made in the annual reports, and certainly there is the opportunity for doing it. One hundred and fifty copies of the preceding annual report had been printed and not a one of them ever got outside of the City Hall. There were three hundred fifty-nine pages and it cost over four hundred dollars and even if one of them did stray into the hands of a citizen, he could look through it for an hour and then not know what it was all about. It was nothing but a mass of figures. Anyone looking at it would immediately become involved in these statistics and would not be able to get anything intelligent about the operations of the government from it. We have attempted to vary this report as other cities have done and this year we got out a little booklet that has illustrations in it. It has the news written up in snappy, interesting paragraphs and have kept out of it large tables of statistics, although we do use figures and dollars and cent marks to show them what it costs and how it is being done. We printed twelve thousand copies and we put one in every home in the city and we did this at less expense than the last report of the old council. You have a wonderful opportunity to tell the story of your work in your annual report. Don't miss it. And be sure and not give out to the public a bulky document that is all cluttered up with material that will mean nothing to them.

### Unusual Publicity Methods

There are certain other mediums that could be employed to visualize to the citizens what your government is doing. I am thinking now about certain things that we do in our city from time to time. The director of the department of public utilities came in the other day. He had a root of a poplar tree that had clogged up a sewer pipe on the south side of the city. The piece he had was about six feet in length and that was about a third of the entire poplar root. We displayed that on a box outside of the City Hall with a card telling what it was and all about it. Every now and then we do that sort of thing. We bought some fire apparatus and we announced in the papers that we were going to run them down in front of the City Hall and leave them there for public inspection at a certain time. We had crowds of people around to see those new fire trucks. We had some of the employees on hand to tell how much they cost. We were proud to do it because it had cost us much less than a new piece of apparatus would have cost us from one of the big companies.

Then we have a municipal exhibit, which has been employed in a number of cities. We hold it in some hall for a period of a week and here we assemble all the material that we can bring together that is used in the operation of a city. We hang charts explaining various policies and the cost of the materials. In other words, we do everything to visualize to the citizens the work that we are doing, what it is costing and all of these things help to give the public an intelligent idea of the city government.

### Managers as Community Leaders

I consider the selling of the government to the people a very important proposition. There isn't any large corporation in this country that has a message it must dispense to large masses of the people that gets this message across unless it employs very adroit, clever, consistent advertising on that product. And yet it seems to me that too many of our city managers who are giving efficient, economical service, are really in a position to furnish intelligent leadership for that community and are losing their glorious opportunity because the public is not being kept in touch with the work that they are doing. And so it is a crying need and if you have not studied that side of your problem, get busy and do it because I think that the managers of the future as well as the progressive cities of the future are going to be those who furnish leadership to their community and the communities that are sufficiently informed about the affairs of their government will intelligently follow that leadership. (Applause)

**The Chairman:** To discuss this most interesting paper of Mr. Freeman's we will hear from Mr. Ray S. Blinn, City Manager of Lapeer, Mich. (Applause)

### Really Selling Service

**Mr. Blinn:** Mr. President and gentlemen, I don't think I can make any additions to what Mr. Freeman has said and I heartily agree with everything he has had to say, and if the purpose of this discussion is for me to knock what he said, I don't think I can do it, except probably the title, that is the worst part of the address. I am going to knock it because I don't think he is selling government to the people—he is selling service. Government is already sold to the people everywhere. The city manager form of government is advertised and in fact it is over-sold and it is the service that is under-sold.

The job of the city managers right now is to make good what has gone before them. I feel right now that it is a hard thing to do to tell exactly how to get this government out be-

fore the people except through some visual way as Mr. Freeman suggested. A great many of us are doing the very same thing that Mr. Freeman is doing, but I feel that we have gotten a good many suggestions from Mr. Freeman. Occasionally I write to him asking his opinion and explain a certain situation to him and ask his way of doing things, and whenever I can put his suggestions into effect, I do. I have written to the other boys around Michigan and they have helped me out considerably. Sometimes I try to help them.

As I brought out in the discussion this morning, I think we are giving the people what they want really more than what they need. I don't know but what that is the best way to get at the thing. Eventually we will have to give them what they need, but in the meantime we have to attend to these little things; we have to show them the fire apparatus, and when they come in and complain about a mud hole, we have to go and see about it. If they complain about a neighbor's fence, we have to see about that. You have to get the confidence of the people by doing small things and I believe that is what Mr. Freeman really has meant in his remarks—that he is selling service rather than selling government.

### Little Courtesies Yield Big Dividends

It is a fact that the people of a city and the public at large are only interested in what they see and what they smell and what they hear. I don't believe that people as a rule are interested in budgets. If anything goes wrong they are right on top of the city manager the first thing, I think you all know that. Your main job is to protect the people individually in order to protect them collectively. I don't mean by that to spend public money for private benefits, but we can get the confidence of the people in that way.

Another thing that Mr. Freeman has exemplified, the city manager must have the sympathy of the public and a manager who is not sympathetic will not get the confidence of the public.

I think we engineers are sometimes at a disadvantage. We spend so much time in getting our facts and figures and doing efficiency work that we overlook the fact that the public is not following us. Right here I might say that I think we should work in a little politics with it and take care of the people that way. That is the only objection that I have with Mr. Freeman's talk. (Applause)

### FIELD FOR A "CONSULTING MANAGER"

**The Chairman:** Gentleman, in most every large organization the management is endeavoring to have its employees ex-

amined periodically by the company physician who looks over them to see what their ailments are and they see that the ailments are corrected if there are any. I think if we would look into the crystal gazer's ball we might find that American municipalities before long will be doing that exact thing—that is they will be hiring a consulting manager who will come to their city, look over the different departments and advise what should be done. I think it will extend to counties and states, We have with us tonight a man who is doing practically this very work in a neighboring state and I know we will all be delighted to hear from Ex-President Cummin. (Applause)

**Mr. Gaylord C. Cummin:** Mr. President and gentlemen, this is an unexpected pleasure, with emphasis on the pleasure. I was hardly expecting to talk and certainly not on this subject. In fact, I don't know that I shall talk on that subject.

### Motion Pictures for Publicity

In line with Mr. Freeman's talk, though, I would like to ask whether anyone has thought of using moving pictures for selling government to the people? I know of a city of about a quarter of a million inhabitants that has just had a two-reel picture taken of its municipal activities which it is going to use in all of the moving picture theatres in town to show what they are doing and I think that idea offers food for thought in considering what may be done. I do not feel that it would be practical in a small city, but it certainly would be in a larger city and I think all of you can think of a great number of things that can best be explained by means of a moving picture and as everyone goes to see moving pictures, you are able to reach people you can't reach in any other way.

I guess I will come back to my subject long enough at least to say that the kind of work I am doing is work that I felt the need of when I was a city manager. As you know everyone who is on the job is so close to the job that there are a lot of things he can't see. He passes them every day and he doesn't see them at all because he has gotten used to them. And every big manufacturing corporation realizes that and no matter how good they are and how efficient they feel their operations to be, they have someone come in who knows that line of business, but doesn't know their company particularly, and has him go through their operations with the idea of seeing things that they can't see, in other words, getting a perspective on their job.

### Report of Results Better Than Survey

That is exactly the kind of work that I am doing, and rather than go into a place and spend my time in drawing up forms

for the police department to report lost articles on, I spend my time in trying to pick out the big things that the fellow on the job misses because he is mixed up with the detail work all the time. I can do him a lot more good by seeing the big things and letting him work out the details than I can in any other way. I don't believe in going in and making a so-called survey and ending with a four hundred page book in the way of a report which although it may look very nice upon a library shelf, is not a great deal of use in the way of getting results. Instead of ending up by saying, "Here is my report, pay my bill and I will say good-bye," you will end up with a short report of things that have actually been done, things that have been sold to the man on the job and that he has put into effect. That may not be scientific, but I think that is the way to get results. (Applause)

### GOVERNMENT A CO-OPERATIVE ENTERPRISE

**The Chairman:** Gentlemen, in nearly every shipyard you will see a boy going along gathering up the chips and putting them in a basket. We have a man with us who has been following the city-manager form of government for many years. In fact he might well be called the "daddy of the movement." I think we would enjoy listening to Doctor Hatton while he picks up the chips of these former experiences and puts them into shape for us to digest. (Applause)

**Dr. Hatton:** Mr. Chairman, this is little short of an outrage both upon myself and upon the audience. I took a place at the other end of the table and our efficient secretary, Mr. Otis came to me and said that he wanted me to come up to the front table in order to help fill up. I told him that I came here to fill up. I have been sitting here with the idea that I was to listen to what was to be said and particularly waiting with great anticipation to hear what my good friend Governor Goodrich is going to say to us.

I have been very much interested in selling good government to the people. I have sympathy with Mr. Blinn's objection to that title. But at any rate, it is, in a sense salesmanship. I am not sure whether Mr. Blinn is merely pretending a little more pessimism than he actually feels in order to keep our feet on the ground or not, but any city manager who is worth his salt is not only going to do what the people want done, but he is going to try to educate the people to want things done that they are not yet ready for.

Now, in order to carry your cities forward to the advanced position, it is necessary, it seems to me, to proceed by some such methods as those which Mr. Freeman has emphasized. I don't suppose that Mr. Freeman would suggest that those are

the only things that can be done in order to interest the people in municipal government, because, after all, that is what Mr. Freeman was talking about. The thing that impresses me more and more, or has impressed me more and more as the years have passed, and as I have come in contact with governments, municipal, state and national, is that after all, in the mind of the ordinary citizen, government is a thing that is more or less vague—something far away and nothing to be used. The ordinary man and woman does not think of his city government, for instance, as being something that is rendering a service to him or her personally. **He does not think of the city government as a great cooperative enterprise for doing things for the common good.** I remember saying in another connection not very long ago, that after all, government is not something apart from the rest of our lives, it is merely an organization of all of us for the purpose of doing certain things that either we can't do ourselves or that we can't be permitted to do or than can be better done collectively than individually.

Now what are those things? Why, they are police protection, streets, protection from fire, sewers, sanitary arrangements, protection of health, etc. The provisions for light and for heat and for transportation in the larger cities, all simple, common, ordinary things that we would have to do for ourselves individually if we didn't get them done through the government. I think that most people in our cities and in our states and in the nation do not think of their government in that way at all. They think of it as something remote, something separate from the rest of their lives.

### **Personal Relations Must Be Emphasized**

It is the business of the city manager, as I see it, and I am pleased with the manager movement because the managers are doing this very thing. It is the business of the city manager to make the people of his city feel that the government means something to them, that it is their government, to render them valuable services. Now unless we can do that any advances will be almost hopeless. Moreover, unless we can bring people to realize their personal relations to and their interest in the government, we never shall be able to establish this thing that we call efficiency, upon a sound basis. The ordinary idea of efficiency of government is that in some way we can impose it upon the people through these artificial media of budgets and efficiency experts and that sort of thing. Efficiency so acquired will never be permanent; efficiency so acquired will never be secure. We shall only get efficiency in government

when the rank and file of the citizens come to feel that to them efficiency means more and better service.

I think it is one of the very hopeful things in recent years that some of the finest declarations for scientific management, for efficiency, for scientific study as applied to government, have come from labor organizations, from the British labor party, from the Russians in their state of revolution and more recently from the American Federation of Labor. The American Federation of Labor in its last convention made an extraordinary declaration in favor of education for the purpose of applying it to our social and political problems.

### Impartial Interest in Welfare

The city manager is in a position of a person impartially interested in the welfare of the people, a man who can hope to retain his position only because he renders service, a man who cannot hope to retain his position by pulling political wires, and who is not going to come to the people and ask them to reelect him. There never has been such an opportunity afforded to public servants in the whole history of this republic as is afforded now to this new profession of city manager to become the actual leaders of the new city which is to be.

So, whether the right term is "selling city government to the people," or not, or whether we might not call it the "new profession of community leadership," whichever title you may give it, it is a matter of supreme importance. I have been harping on this for a great many years. I remember speaking in this room several years ago when I alluded to the atrocities which we inflict upon the people of our states in this country in the shape of bulky or poorly drawn laws. I think that I held up on that occasion the volume of the last session's laws of the State of Indiana in comparison with the volume of laws which were passed by the British Empire even during that period of the war, as against a volume of statutes in this state that would probably run over to five or six hundred pages. I could say that in the presence of Governor Goodrich because I know he sympathizes with that. I have said over and over again that it was little less than criminal that we wrote laws and ordinances in language that the ordinary man couldn't understand and in my work of writing city charters I have tried to get away from lawyers' language and use common every day English and the strange thing is the courts take it just as well as if I had put in all of the things that the lawyers formerly put in.

### Efficient Democracy

It is necessary that we bring the government close to the

people to permit them to understand it and make them feel that they are a part of it if we are to go on to that state of efficiency which in my opinion democracy must achieve if democracy is to endure. It is not a question of democracy or efficiency. It is a question of **efficient democracy** or nothing. That is all there is to it, and we have to achieve that thing and the reason that I have been so deeply interested in the city-manager movement is because it is the first great hopeful sign of a practical way on the part of the American people to come to the idea that the people can construct governments that the people can control and at the same time promises to reach as near the maximum of efficiency as we may expect human institutions to reach.

If I ever said things in talking to city managers to indicate to you that I had a little impatience with things that you are not doing, just remember this, that I have said those things because I have such high ideals of what may be done through this great new movement. I have such a conception, and I believe it is the sound conception of what this whole movement means, not merely for city business but for the advance of our political institutions in the state and the nation, that I am not sure that any city manager operating under any scheme of government could as yet satisfy me with his achievements. But the opportunity is there, and I am not going to waste my time in complimenting you managers as I go about, on the things that you have accomplished, but I am going to go around and kick you occasionally because no matter how well you are doing, you are not doing enough to suit me, because in a sense you are the apostles of the new order. I am not trying to over-compliment you when I say that, because sooner or later we must either introduce the same principles which are involved in the city manager plan in our state government and in our national government or our political institutions will more or less collapse. (Applause)

### BETTER CITY AND STATE GOVERNMENT

**The Chairman:** I feel myself absolutely incompetent to give you the proper remarks to introduce the next speaker because I appreciate the pleasure so greatly of introducing His Excellency Governor Goodrich. (Applause)

**Governor Goodrich:** Gentlemen, I am glad to be with you this evening. I think after I get through my few scattering remarks the chairman will feel less embarrassment over introducing the speaker, because I came here without any well defined notion of what I am to say, but I am happy to meet with this splendid looking lot of young men who have charge of the cities of our country.

Mr. Freeman said that he was selling city government. Mr. Blinn said it was already sold or over-sold and we didn't need to talk that any more. Mr. Blinn is not acquainted with the Indiana legislature or he wouldn't have made that remark, because we tried to sell the city-manager plan to the legislature of Indiana last winter and we got Dr. Hatton down to help us out because we knew he knew more about it than anybody else. Unluckily we got a bill through the house that didn't measure up to his high ideals and in the latter days of the session he went over it with an unfriendly senate committee and proceeded to dissect the bill and when he got through with it, there wasn't much left, and so they told him to go out and fix up a real bill and bring it back, and indicated that when he did so, they would put it in the pigeonhole and wouldn't report it out or would report it adversely. So Dr. Hatton came down and told me there wasn't much use, he guessed they couldn't get the bill through. He went his way and on the Saturday before the legislature closed, the gentlemen who were sitting on the bill determined to kill it and discovered all at once that they had a lot of bills that couldn't get by without the governor's consent. They came down and said, "Where is that city-manager bill? We will pass it if you can get it for us." I tried to get Dr. Hatton over the long distance telephone but was unable to do so, so we had to pass it by. I hope it will be sold at the next session of the legislature in January. (Applause)

### **Governor Goodrich Favors Manager Plan**

I am in favor of it because I believe in the centralization of administrative authority, and that brings me to the next thing and that is the budget system that they wanted me to talk about for a little bit.

It is like carrying coals to Newcastle to talk to you men about the budget system because you are all for it. If you are for the city-manager plan, you are bound to be for the budget system. We have had in Indiana a tolerably fair substitute for it and the best thing that we could do under our constitution and it is what we call a legislative visiting committee. The governor of the state in the fall of the meeting of the general assembly, appoints a committee made up of three members, two from one party and one from another, one from the House, one from the senate, and they visit all the state institutions and take testimony as to their needs, and all of the state offices and departments, and then they make a report to the legislature. The custom is to make the members of the visiting committee from the house and senate the chairman of the Ways and Means Committees respectively, so that they sit in the preparation of the bill. That has worked fairly well, but

not at all to the entire satisfaction of those who believe in future centralization.

### Executive Budget for Indiana

We had some difficulty in Indiana during the first session of the legislature after I was Governor, I found that it was a bit difficult even with this visiting committee that was appointed not by myself, but by my predecessor of the opposite political party, to get things as we thought they ought to be. I want to illustrate what they could do under the present system. I had discovered that the outgoing veterinary surgeon had appropriated to his own use about twelve thousand dollars of fees that belonged to the State. I served notice on him that he must settle at once and he did so and paid the money into the state treasury. They turned the clock back on the last night of the meeting of the general assembly so as to give time to prepare the appropriation bills so that the state might go on with its business and when the bill came to me after the legislature had gone home, I discovered that they had put in there an item giving to that state veterinary six thousand dollars of the money that I had made him pay back into the state treasury and I couldn't do anything with it. I had to veto the whole bill and call the legislature back or let that six thousand dollar item go. They have done a good many things of that sort, not so bad as that, but they put into the appropriation bills items that they knew wouldn't stand the light of day and yet passed upon the floor of the legislature.

So we prepared and submitted to the general assembly an amendment to our constitution providing for an executive budget. It was an amendment passed by both the houses to go to the next legislature and be passed by them and then submitted to the people. It provides briefly that the executive shall submit to the general assembly the first ten days of its session the executive budget, setting out in detail what is needed for the various institutions and departments of the state government, and that then must be taken up by the general assembly and take precedence over all other business until the budget has been disposed of and the appropriations made. During the discussion the governor of the state shall appear before the legislature upon their request and explain any items of the budget and the necessity for it, or he may appear through the various heads of the departments and the institutions of the state. The legislature may not increase any item in the executive budget but it may decrease them any place along the line.

If, after that the executive budget has been disposed of, they wish to make any further appropriations, they must with that appropriation, with the bill providing for it, bring in a refer-

endum measure to provide the funds to meet the additional appropriations.

So the centralization of responsibility for the presentation of the appropriation bill and for the preparation of the budget is in the executive and gives to the general assembly the power to reduce to any extent they see fit. No opposition to it appeared at the last session. I think it passed by practically a unanimous vote. There will be no opposition to it at the next session of the legislature. Some opposition will probably develop when it comes to be submitted to the people of our state, but I am quite certain it will be adopted by the people of Indiana.

The objection will be made to it, of course, that is always made to any advance in state government, and that is that it centralizes too much power in the hands of the executive. I am sure you will hear that quite often. We would have passed this city-manager bill but we had so many other things that were considered more important—the cutting out of certain elective offices, the state statistician, the state superintendent and clerk of the supreme court, and those offices were all made appointive instead of elective by the last general assembly. But every step of that kind to centralize responsibility in the executive is met by the charge that you are putting too much power in the hands of the executive.

### State Manager Ultimate Ideal

I think it was Dr. Hatton who said that the time would come when we would have applied to the state government just this same city-manager plan. That is the ideal toward which we are all aiming when you elect an executive and an auditor and make all the rest of them appointive. Or perhaps you will elect a commission of five in the state and let them select everyone, but I don't think that we will any of us live long enough to see that ideal realized.

Every time you take a step toward the centralization of power in the executive in giving him that power that should go with the responsibility that the people ordinarily think is placed upon him, every time you take a step of that sort, you are met by the cry of the centralization of power. Now without in any way seeking to reflect in any way upon any candidate in my own state, we have at the present time in Indiana a candidate for governor on the Republican ticket who is making his campaign upon the platform of decentralization of power, that he is against this centralization of power in the hands of the executive, and that he thinks it is a very dangerous tendency, that it is taking power away from the people in whom he has a very great interest. It just remains to be seen how far

that gentleman will get with his campaign. I don't say this in any way to reflect upon him—don't misunderstand me, but the issue is drawn in Indiana. We have one candidate for governor who is making that fight. He says the people ought to rule, they ought to select these persons, and that there is grave danger that the liberties of the people will be taken away from them if the governor that they elect has too much power.

There are two conceptions of an executive,—one, of a thoroughly, may I say, irresponsible executive whose only function is to attend old settlers' meetings and reunions and picnics and banquets such as this, and talk to the folks there, and have little or nothing to do with the real administrative affairs of the state,—the other, of centralizing the responsibility and the power in the executive and holding him to his job. And when you do that, I think you will come nearer carrying into effect the will of the people as expressed at the polls than you will under this idea of decentralizing power and electing all these various administrative officers and have them responsible to no one, and the budget, of course, is a step in that direction, and I think it is a very important step.

### National Budget Needed

I think a fight has been made and I think it has been won. What they will do in the national congress I don't know, but God knows they need an executive budget there worse than we need it in the State of Indiana. One committee, the ways and means committee deals with all appropriations for all the institutions and departments of the government. In our national congress, with a score of committees always dealing with the various appropriations—six or eight or even ten committees, dealing with appropriations in a single department, it isn't any wonder that we have a riot of extravagance in national affairs that ought to arouse the concern of people all over this country.

I think with the enormous increase of the national budget, made essential by the added functions of the government, some growing out of the war, and others coming as we make progress along social and industrial lines, that the people will demand a centralization of the preparation of the budget in the hands of a budget commission or a single committee at least so that we will do away with this reckless extravagance and bring our government in line with the other great democracies of the world. I believe we are one of the very few governments of the world without an executive budget or a budget prepared by a single responsible authority.

I am quite certain, gentlemen, that Indiana will get in line with that idea. I am very certain too that the legislature

when it meets will get in line with the city-manager plan and give our people the opportunity to select that form of government if we care to. We have it in our most important functions in our state now, in our school trustees, we elect school commissioners who elect the school superintendent and the various officers. The school superintendent is the manager of the schools in our city and we have less scandal, less extravagance and less waste in our school government than we do in any other department of our state's activities, and I hope the time may come when the cities of Indiana can do as we did in our highway commission. We appointed a highway commission, non-partisan. They wanted an engineer and they went up to Michigan and took the engineer of my friend Mr. Cummin and employed him to come down and take charge of our highways system. When he left us we went to Washington, D. C., and got another man to take his place. In other words we went out and hired the best man we could get. We didn't care anything about his politics or his religion or anything else. We got him because he was a good engineer, and I hope that the time may come when there will open up to this splendid lot of young men here tonight, the young men all over the country, the opportunity to do some good in their city in the management of its affairs, that other cities in looking about will employ them and advance them along the line just as they have in some of the countries across the way.

I think it will make for efficiency in scientific government, and after all, that is one of the most important questions with which we have to deal, if not the most important because our country will rise or fall as we deal intelligently with the problem of the city. It is the real problem that is going to face America in the future, with the vast lot of industrial workers in our industrial centers, the problem of the city is going to be the great problem of this democracy of ours and we must intelligently deal with it.

### **Manager Plan Great Advance**

We must make these people know and understand that this government of ours has some concern in them and give them the very best sort of government that it is possible to give them. We can only give them that when we centralize power and the responsibility in a single individual, and apply to our municipal and state business the same system and the same sort of efficiency that we do in our private enterprises. Let the stockholders, the voters in the city, select their board of directors, and let that board of directors elect the president and the managers of the company who are to carry on its affairs. When we do that, I am certain that we will have made

a great advance in the handling of the municipal affairs of our country.

Now, gentlemen, as you clearly understand, I came here without any sort of an idea of what I was going to say. I am glad to meet with you. We are happy to have you here and I hope you will enjoy your stay in our city. I know your presence here will bring your problem of city government before the people of Indiana and make easier at the next meeting of the general assembly the work of Mr. Tracy and these other men who will have charge of the bill that was prepared by Dr. Hatton and which I hope will pass next time. I thank you. (Applause)

**The Chairman:** I know I am expressing your own thought when I convey to His Excellency our deep appreciation of his talk to us this evening.

**Secretary Otis:** Mr. Tracy has very kindly brought here some copies of the city-manager bill as redrafted for the next session of the legislature. This has been printed by the Indiana Commercial Secretaries for general distribution throughout the state and you gentlemen are welcome to take a copy as you go and I know you will enjoy it because it is very well drafted.

ADJOURNMENT

## METHODS OF EXECUTIVE CONTROL

October Twenty-ninth, Morning Session

**Mr. Kenyon Riddle, City Manager of Xenia, Ohio, Presiding**

**The Chairman:** The program this morning should be very interesting. You will notice we are to have ten minute talks given by ten city managers. Mr. Bingham is to be the first speaker. His subject is "Executive Control Methods."

**Mr. Bingham:** The speaker is proud to say that only ten per cent. of our departments need control in the usual meaning of that word. The remaining ninety per cent. receive executive co-partnership. By that I mean that the manager has become a self-appointed partner or assistant chief to each department head.

To my mind the real executive control in a commission-manager city is the control of the manager by the executive board or commission; and the control of the operating departments should properly be termed the administrative control. This latter is the manager's function.

Right here I wish to give vent to a feeling that I have entertained for several years and that is that there is too much featuring of the "city manager." I like and use the term "commission-manager" whenever possible. It is the commission which is the elected and democratic feature of this plan, and again the commission is the real responsible body for all policies. The manager is simply the agent of the board, the cog wheel between the executive board and the operating organization. His policies should end with recommendations,—the deliberation of those policies should be the duty of the commission. After a policy is determined by this board the execution of the details are and should be placed entirely upon the shoulders of the manager; he should have a free hand in the carrying out of these plans and should be held absolutely responsible for the results. Too much manager publicity will only strengthen the opponents' cry of "one man government."

### Constant Interference Destructive

In like manner the manager should devise the general plan to be followed by any department, give what suggestions and ideas he has to the superintendent or chief and then expect and demand results. He should not interfere with each petty detail of execution and should not embarrass his department head by constant meddling. He would not want the commis-

sion to "boss" him, therefore why should he "boss" the superintendents. If he becomes a meddler he will drive out the real capable men and have nothing left but a servile lot of office holders who have not the real spirit of public service, but who are simply keeping their jobs for the money end or until they can better themselves elsewhere. In short, constant interference like unjust criticism will break any organization. Apropos of the above I want to read a clipping from the current issue of "System":

"Over-Supervised, Under-Managed" by James H. McCullough. "**A well-established** business went to pieces the other day. In spite of prosperous conditions in the industry, this particular house, after a number of years of profits and steady growth, began to slip back, and finally it landed in the bankruptcy court.

"In the verdict of a counselor so situated that he knew the circumstances, the concern failed because it was over-supervised, but under-managed. It was virtually a one-man concern. As the business increased and the owner had to let others handle the details of management, he did not dismiss his desire to meddle with the details. He did not look to his managers solely for results. On the contrary, he frequently inquired into their methods while work was in process. Often he interfered to stop a process that in his snap judgment did not seem right.

"The result? Costs were excessive. Capable executives would not stick. With servile department heads, it remained for the owner to do most of their thinking. There was too much "supervision"; and too little control in the sense of watching results and locating weaknesses.

"Isn't there, in this failure, the germ of a very significant lesson for all managers?"

### **"Cabinet Meetings" Criticized**

The real manager, I believe, will not keep in constant control of his departments, but rather in constant touch with them. He should encourage the confidence of his associates and should be ever ready to talk over any phase of their work, should never criticise without the suggestion of a remedy and should be honest and open in both condemnation and commendation. I have visited managers who boasted of their morning conferences with department heads and termed it "my cabinet"; whereas the real result was that the heads of departments soon lost their interest and even self respect, and finally got into such a rut that they felt it necessary to ask the manager's permission to paint a shed or buy a keg of nails. Several years ago, I tried just two of these conferences and I

couldn't find what earthly problem could be in common, for example, between the superintendent of cemeteries and the health officer, and if such a problem should arise, these two could meet over it with the manager and not waste the valuable time of a dozen other department heads to whom the matter was like Greek. I may be away off on this "dope," but I believe we have saved many dollars and much valuable time by simply calling together the men interested in any one project and then at such time as would accomplish the most good.

### Valuable Charts and Reports

Personally I am probably a crank on the matter of charts and reports, but I can get more real meat out of a comparison of weekly charts or forms properly filled out than I can from a dozen letters or an hour's talk. We have the usual chart of our organization, the usual maps of police beats, fire alarm circuits, garbage and ash collections, street oiling, snow plowing, etc., but what I find most valuable are the weekly and monthly report cards which I have here before me. These as you will notice are all uniform 8 by 5 cards of various colors they are filed at right angles in my right hand top drawer and are constantly in reach. It took nearly a year to make sure we had just the right information tabulated, no more and no less. While at first glance they may appear to have too much detail on them, yet you will find that there is nothing there that the manager should not want to know and neither is there any data that is any great task to record if proper departmental records are kept. The most important ones are: weekly payroll distributions, weekly labor averages, employees records, weekly street, health and charity reports, monthly fire, police, treasurer, auditor, library, sewer and water reports, daily switchboard and daily automobile cards, electric light and coal data, etc. Quite a list when you read them over but none too much when you are after real information to take up with the commission or the superintendents.

### NEW SOURCES OF CITY REVENUE

**The Chairman:** Since the discussion is to come after all the talks it might be well to keep notes or store away certain points in your mind about which you wish to ask questions, so we will not discuss only the last paper read. We will next hear from Mr. Zimmerman on the subject of "New Sources of City Revenue."

**Mr. George E. Zimmerman** (Sandusky, Ohio) New sources of revenue for the city—this is an all-absorbing topic which is giving all municipalities, especially in Ohio, a great deal

of concern for without sufficient revenue a city cannot perform such functions as are expected and demanded by the public and which, under present conditions, are available only under pressure.

In taking up this subject, it is my aim to deal with conditions in Ohio only, which may not be applicable to municipalities in some other states as these may grant greater or less powers by their laws.

Revenue may be derived from taxation, special assessments, licenses and occupational taxes.

From the source of taxation we are limited by what is known as the "Smith One Per Cent Law" and its amendments, which provide in the budget for operating expenses, interest, and sinking fund for debts incurred after June 2, 1911 without vote of the people and must be held within ten mill limits. All other levies within five mill limitations (except emergencies for health and flood which can be levied in excess of the 15 mills) are Interest and Sinking Fund for debts prior to June 2, 1911,—interest and sinking fund for debts incurred after June 2, 1911 by a vote of the people.

Within the ten mill limit the State requires .45 of a mill, the County has a right to 3 mills which leaves 6.55 mills to be divided between the City and the Board of Education and, unless you have a good valuation and a small interest and sinking fund to meet within this limit, moneys for operating are inadequate.

Special assessments are made against property for improvement such as sewers and streets. However, it is permissible to make assessments against property for any service rendered which benefits such property. Street work such as repairing, lighting, sprinkling and cleaning, which is now taken care of in operating expenses, can be collected from the property owner by the passing of proper legislation.

Licenses as a general rule are regulating measures. In our city we have quite a few although the income derived from this source is limited.

Occupational taxes, if properly applied, would yield a very large revenue. However, this method is not generally favored and, in my opinion, should be given very careful consideration before putting into effect.

### **Motor Vehicle Revenue Should Be Increased**

Revenue could be derived of the state from a great many sources. For instance the state makes a collection of \$5.00 per year on each motor vehicle and the municipality receives no benefit although it must furnish the police power to enforce the law. This should be changed so that a six ton truck would

not get away with the same charge as a pleasure car as more money is needed in keeping up streets in a city today than formerly. In the past the wagon rolled the street down where as the great number of motor trucks in use grind the street to holes, yet we receive no benefits of the automobile tax as levied by the state as this revenue is used in county road building and state highways or so-called market roads.

At present there is before the electors a tax classification amendment and if this carries, we should receive more taxes as it is claimed that the intangible effects, such as bonds, bank deposits, etc., do not find their way on the tax duplicate at this time. The classification amendment provides that taxes be levied according to the earning power of the security or as classified by the state legislature.

I am convinced that at the next meeting of the legislature an income tax and a more drastic inheritance tax law will be placed on the statute books, which, it is claimed, will furnish plenty of funds. However, to my way of thinking, the only remedy is to modify the antiquated "Smith One Per Cent" law as the chartered or home rule city should have the right to go before its electors and have them say just how much taxes they will pay and the service they want.

No consideration is given the fact that the dollar of today has less purchasing power than in 1911. However, the moneys derived from taxation have not increased in proportion to the decrease of the purchasing power of the dollar and the service given some few years ago does not compare in any way with what is demanded today. Consequently, a growing and alive city cannot exist under the tax laws of Ohio as they are at present.

**The Chairman:** I can vouch for the truth of all of his statements. Mr. Beauvais will now speak to us on this same subject.

**Mr. P. H. Beauvais:** (Manistee, Mich.) Mr. Chairman and gentlemen, when I was first assigned this subject I thought it was a rather hopeless one and after giving it much thought and consideration, I still think it is hopeless. I have not prepared a paper and have let Mr. Zimmerman say all there is to say.

### ASSESSMENTS FOR MAINTENANCE

**The Chairman:** The next subject is "Assessments for Maintenance", and Mr. Osborn will be the first speaker on the subject.

**Mr. C. M. Osborn** (East Cleveland, Ohio) I take it that the one assigning this subject had in mind what we ordinarily think of as special assessment; that is, an assessment levied

against the property benefitted for some special improvement or benefit to that property and is to be distinguished from the general assessment or tax levy that is assessed equally over all property at a uniform rate. The question then would be "Shall we levy a special assessment over and above or in addition to the regular tax levy for maintenance purposes?" The next question would be, "For the maintenance of what?" This would be properly answered "For the maintenance of streets, sewers, street lighting and other activities of a city." Then the whole question put in other words would be "Shall we levy a special assessment over and above or in addition to the general assessment for the maintenance of the several city activities that must be maintained for the protection of life and property and also those that have to do with the general welfare of the community."

The business man requires that his plant be kept up to the proper standard, knowing that with a proper system of maintenance carried on continually, he is able to keep his plant in good condition at all times, and also that if repairs are neglected, it soon requires complete replacement of the machine or apparatus. This is just as true in city affairs as in a business establishment. I do not believe there is any doubt in the minds of any of us that we must maintain our several city activities by some method. There are two methods open for discussion:

1. Should our maintenance funds be obtained by general assessment?
2. Should our maintenance funds be raised by a special tax assessment? Or possibly, should our maintenance funds be raised by a combination of the two methods, partly by general tax and partly by special assessment.

I believe that the activities of a city are and should be classed as a general benefit to the community and that they should be maintained from a general tax raised by general assessment on a valuation of property basis. I am firmly convinced also that they should be maintained up to a high standard and if funds are not available for this maintenance from the general tax fund, that some other source of funds should be used.

The self-supporting departments of a city, such as water works and other utilities, are as a general rule able to appropriate enough to take care of their required maintenance. This is not so of the general city departments of Ohio cities especially, with our limited tax rates where the maintenance funds are obtained by general tax. This is also true of other cities in other states, for very often politics enters into this problem. Often a city official has been elected to reduce the tax rate and the only way he can do this is to reduce the main-

tenance cost and this he proceeds to do. The departments receiving the cut are usually the least useful ones, such as parks and play grounds. However, streets and sewers usually come in for their share. Streets to be properly maintained should have repairs made as soon as the need arises. If funds are not available for these repairs and if neglected for any length of time the repairs will soon be so heavy that it will be impossible to do them, and you and I know that early re-surfacing will be required. This same principle applies to city buildings and other departments of city activities.

This lack of funds is thus sometimes due to politics and again it is due to lack of authority to raise the necessary funds as your Ohio cities will testify. The remedy in the first case is to get rid of the old system of politics by adopting a new charter with a city manager. The remedy in the second case where a city lacks authority to raise the necessary revenue for proper maintenance is to make up the difference by special assessments.

### **Ohio Laws Permit Assessments**

In Ohio, the State Municipal Code grants to the council of any corporation the authority to assess upon the abutting, adjacent contiguous or other specially benefitted lots or lands in the corporation (among other things) any part of the cost of lighting, sprinkling, cleaning or planting of shade trees on any street. Several cities and villages have taken advantage of this and are obtaining a part if not all of the cost of street cleaning and street lighting by making a special assessment against all the property in the city that is benefitted. There are three methods of assessing this tax.

1. By percentage of tax value
2. In proportion to benefits received.
3. By front foot.

As far as I am able to learn most of these assessments have been levied by the front foot method for two reasons:

1. That this method is probably as equitable as any.
2. Because this method is probably the easiest to work.

I understand the cities of Toledo, and Columbus, Ohio, and several smaller cities raise part of their maintenance cost by the special assessment method.

### **Maintenance Assessments Used**

The City of Toledo, Ohio, for street cleaning, divides the town into districts graded according to the amount of street cleaning required in each district for their proper maintenance. For instance, they have a down town district that requires constant maintenance by white wings. Then they have another

district that requires less cleaning and a third district consisting of residence districts that only requires an occasional cleaning. The cost per foot in each district varies with the amount of cleaning in the district, from a fraction of a cent per foot in the residence district to as much as 50c per foot in the down town district. The average cost probably ranging between 3 and 4 cents per foot per year. This method of assessment adopted in Toledo on the district plan, would seem very equitable as it makes the one receiving the most benefit pay the largest cost.

My experience in this matter is almost nil. However, our policy in East Cleveland is to spend only such revenue as we are able to raise. We have anticipated a shortage in our 1920 general tax revenue and to take care of this shortage, we have levied a special assessment on all assessable frontage of 5c per foot for street cleaning and repairs, and 5c per foot for street lighting, making a total assessment of 10c per foot. This special assessment for maintenance of our streets and lights will cover approximately 85 per cent. of our lighting cost and approximately 60 per cent. of our street maintenance. This we hope will tide us over any shortage of revenue we may have.

### Wrong to Neglect Maintenance

My creed in this matter of special assessments for maintenance is, I believe that good business principles should be applied to the maintenance of all city properties and activities.

I believe that all city properties and departments (except public utilities) should be operated and maintained by revenue derived by general tax as far as possible.

I believe that if revenue derived from general tax is not sufficient or available for the maintenance and operation of the city's activities that those departments and activities that are absolutely essential and necessary for the protection of life and property, general welfare and convenience of the public, should be maintained by special assessments.

I believe further that no city is justified in living beyond its means by borrowing money to pay its operating expenses and maintenance charges if these charges can be raised by special assessment.

I am led to make this declaration of my belief on this subject, because I am of the opinion that it is poor policy, yes, it is even criminal for the present generation to issue deficiency notes and bonds to pay the expense of maintaining these municipal activities, and thus force their children or their children's children to pay for the things they enjoy today. If

they have the right or authority to levy a special tax to help maintain them. (Applause)

**The Chairman:** Mr. Sherer is to discuss this same subject.

### **Voluntary Assessments a Success**

**Mr. H. H. Sherer:** (Glencoe, Ill.) Mr. Chairman and gentlemen, I think we will all agree that if the state in which you are working does not permit the levy and collection of special assessments for maintenance work, it is one of the things which hampers us. A road which is in bad condition and where the traffic is heavy, can perhaps be properly repaved. But we in Glencoe have to find some way to maintain these streets and this can only be done by voluntary subscription on the part of the people. To meet the demand, we get together in our town four or five of the men and put the idea before them of going out into each district to get a lead as to who would undertake the work and get the cost for the maintenance of the roads. Having gotten to this point we work up a map, giving each district a number and then we start the work in those districts. We have found that it works out to perfection. We covered between fourteen and sixteen per cent. of the town through these district heads.

Afterwards in some informal meetings we tried to find out how best we could spread this over the town. We decided that there were a number of non-resident property owners who must be taken into consideration. After determining the cost of the improvement of a certain district, we lined it up on the per front foot basis, adding a certain per cent. for the out-of-town property owners so that this thing might be put through.

We worked this way through the summer months and we now feel that we have a small start. This is the first year that we have tried it. The legislature dislikes very much to give the authority to the boards throughout the state to levy taxes for these improvements. I think if you get the right men after it things will work out beautifully. We hope that in four or five years or perhaps less, the people will begin to realize the good of our work. Even now we have had many requests for the work to continue, so we are convinced that the plan is feasible.

We work on a very small space, taking only a mile or a mile and a half at a time in one district and we have found that we get much better results. Thank you. (Applause)

### **WATER WORKS PROBLEMS**

**The Chairman:** The next subject to be discussed is the "Waterworks Problems." The first speaker will be Mr. W. M. Rich of Sault Ste. Marie, Mich.

**Mr. Rich:** When a city adopts the commission-manager plan of government, the new manager is confronted with a lot of problems to work out, one of the most important of which is the water works department, where the plant is municipally owned and operated. Unfortunately under the aldermanic system the water works department is often made the target for political aspirants and upon each change of administration there is a corresponding change in the more important offices in that department. Under that system it is practically impossible for any man, or group of men to become sufficiently interested in the department to operate it efficiently and give the financial end of the problem the attention it demands. As a consequence there is usually no cost system installed, the rates are not equitable and in general, the department is conducted in such a haphazard way that it would be impossible to tell whether there was any surplus at the end of the year or not.

If such a plant were privately owned, the business would be conducted in such a manner as to give a reasonable return on the money invested. The salaries and wages paid would be large enough to employ only experienced and efficient men, and the rates for the sale of water would be computed in such a way as to give the people full worth for their money and at the same time provide a reasonable profit on the investment.

When a city adopts the commission-manager plan of government, one of the problems that confronts the manager, is to operate the water works department in the same business-like way that it would be operated if it were privately owned. Fortunately in most cases, politics are then removed to such an extent that the manager is enabled to conduct the affairs of the department in such a way and is able to get results. Under this system, the department has a head and the responsibility is vested in one man.

In taking up the discussion of water works problems, I will confine my paper to the problems encountered at Sault Ste. Marie, Michigan, as I believe that these are typical of most plants throughout the country in the smaller municipalities.

### Sault Ste. Marie Situation

The present pumping station was constructed in 1902 and 1903 on the St. Marys River about four miles west of the heart of the city, and the old plant which was located on the ship canal was dismantled and scrapped. Bonds to the extent of \$245,000 were issued to finance the construction of the new station and necessary water mains. Upon investigating the financial condition of the water works department in 1918, it was discovered that there still remained as a debt against the

old pumping station outstanding bonds in an amount equal to \$64,000.

These bond issues had all been refunded and had then been included in the general bonded indebtedness of the city. When this condition of affairs was discovered, this debt was immediately placed against the water works department where it rightfully belonged.

Upon further investigation it was learned that from 1903 until 1917 there has never been any provision made for establishing a sinking fund. In 1917 the only visible surplus in the water works department was about \$9,000 and at that time a resolution was passed to restrain the use of this money for any purpose outside of that department. At that time \$4,000 worth of water works bonds were purchased. In other words the earnings of the water works department for a period of approximately fourteen years, with the exception of \$9,000 were absolutely lost to the department.

It was impossible from the records to determine where this money went to, except that we know in a general way that it was used in constructing new mains and in making up deficits in the general funds of the city when the money raised by taxation was insufficient to finance the city.

### Importance of Budget System

The first step in attempting to put the water works department on a paying basis, was to adopt the budget system. From the information available a very careful estimate of the expenditures was prepared according to the classification adopted at that time. A definite sum was also provided for, to constitute a sinking fund for the retirement of the bonds. The receipts were then carefully estimated and it was found that, owing to the advancing prices on all operating and maintenance costs, the receipts were entirely inadequate to provide a sinking fund. Another careful analysis was made of the estimated expenditures and it was finally determined that the only recourse was to raise the water rates.

In taking up the question of rates, the first obstacle encountered was the fact that the system was only about 10 per cent. metered and that the flat rates were as high as they should be providing there was no wastage of water. The meter rates were found to be altogether too low, especially some of the larger consumers. After viewing the problem from all angles, it was decided to practically leave the flat rates as they were and confine the investigation to the meter rates only, with the idea of recommending that a three year program be adopted for metering the entire system.

### New England Rate Plan Adopted

After careful study, the meter rates adopted were based on the New England water works association form of rate. The schedule recognizes the principal of the sliding scale and provides three rates for users up to 1,000,000 cubic feet per quarter. For consumers using over 1,000,000 cubic feet per quarter straight rate per 100 cubic feet is provided. In addition a service charge is provided which is for the privilege of having a service, but does not include any water. The service charge is an alternative for the minimum rate and represents a more logical and just arrangement. Under the service charge a specific amount is collected for the service and meter, regardless of whether any water is used or not. If water is used it is charged for and the amount charged for the water is added to the amount of the service charge.

After all of the information was obtained for computing the meter rates, it was decided that the new rates should be based on fair costs of labor and material rather than on excessive rates prevailing at this time. This was on the assumption that a rate should be provided which would prevail for a number of years, rather than one which would have to be changed again in a short time. In this way, even tho the profits for the next two or three years would not be very large, the water works system would be entirely self-sustaining and there would be a small margin of profit each year to be placed in the sinking fund.

The proposed ordinance which was presented to the city commission for consideration and which was afterwards adopted, provided that the city should own all services and meters and that all new services should be metered. Also that if it was found necessary—in any case to set a meter at the curb the owner of the property would have to bear the cost of constructing the meter well. It was also decided that in all cases where meters were privately owned, the city should purchase from all consumers the privately owned meter and pay for the same an amount equal to the cost of the meter less the depreciation.

### Protection Against "Special Rates"

Another problem that came up for consideration at this time was that of free water and special rates. In a number of cases the old board of public works had granted special rates and in some cases were furnishing water free of cost. In order to protect the water works department a provision was made in the ordinance that there should be no special rates granted to anybody except by resolution of the commission;

and in case any special rates were granted the difference between the special rate and the regular rate should be paid to the water works department from the general funds of the city. This provision in the ordinance gave ample protection to the water works department and made it impossible for any mis-appropriation of money which rightfully belonged to the water works department.

The new ordinance as finally adopted was given wide publicity thru the newspapers and great care was taken at that time to explain to the people of this city the reasons for the advanced rates and the necessity for the increase. It was also stated at that time thru the newspapers that the flat rates were not increased because they were high enough to provide adequate payment for the water that it was necessary to use in an ordinary household. An appeal was made to the people to be careful about wasting water and the results obtained for a time were very satisfactory. The new ordinance received some criticism at first but after a time this opposition was cleared away, and the collections under the new ordinance are very satisfactory.

As nearly as can be estimated at the present time the water works department for 1919 will show a net profit of approximately \$6000. After the city is entirely metered and the cost of materials, supplies and labor approach anywhere near the normal state it is estimated that the present system of meter rates should provide approximately \$20,000 per year to be applied toward retiring the debt of the system.

### An Informed Public Is Fair

In conclusion, I wish to state that in my opinion, the public can be depended upon to treat any public utility with fairness, and for this reason any municipally owned water works system can be made a valuable asset to the city, without carrying with it water rates that will be a burden upon the people. To this end however, the plant must be well managed, only efficient and experienced men employed and great stress be laid on the wastage and leakage of water. (Applause)

**The Chairman:** Mr. R. W. Rigsby of Bristol, Va., is to discuss this same subject.

### Problem May Be One of Psychology

Every city has the very important problem of water supply to solve. There are many variations in the problems and a multitude of solutions, especially regarding physical development. Bristol, however, presents a problem that is unique because its real difficulty is psychological, arising out of the jealousies that have been fostered and kept afame by a peculiar

condition, namely that the state line between Virginia and Tennessee runs along the center of the main street of Bristol and divides the city into almost equal parts.

Time is not allowed to go into all the ramifications of a disagreement that had its origin some thirty years ago when musketeers patrolled the street along which the state line runs in order that certain water mains might not be placed to offend the ideals of certain aggressive individuals. I am not saying whether these ideals were selfish or benevolent. The point I wish to convey is that this was probably the starter of a long series of unpleasant bickerings over the various rights which one or other of the two sides possessed in connection with the water supply.

### A City Divided Against Itself

To be brief, I will state the problem that faced Bristol, Virginia upon my arrival some two months ago. The so called dry season was just starting and the total flow of water into Bristol approximated 3,000,000 gallons. Altho, all this water originated in Virginia the half of Bristol that lies in Virginia was only getting some 900,000 gallons which with an inadequate and leaky distribution system was insufficient. Bristol, Tenn., owned in addition to the 2,100,000 gallons supply, minimum flow now developed, a spring yielding some 2,000,000 gallons which could be easily developed and thrown into their system.

Bristol, Tennessee, would neither sell us the entire supply of one of the springs, nor sell the spring, nor combine systems in any way whatever that would give control either of a spring now jointly owned or mutual control of the system. The reason we wished to have control was to enable us to purify the water in a way satisfactory to the state board of health of Virginia. The neighbors across the line acting thru their commissioners, (for, by the way, the other half of Bristol is under the commission form of government) said that we would have to buy water of them. So we signed an agreement to take effect at once. This is now tiding us over the dry season and gives us plenty of water but under very unsatisfactory conditions, placing the control of the water supply in the hands of a corporation outside the state, and not subject to our laws, regarding purification and, in general, destroying any initiative on our part.

The state board of health of Virginia served our city with notice some months ago that steps would have to be taken by Jan. 1, 1920 to procure for Bristol, Va., an adequate and pure supply of water.

There are two possibilities, one is mutual development, own-

ership and purification, by the two halves of Bristol, of the five million gallons of water supply, now partially developed. This proposal has so far been rejected by our friends across the line and we have almost given up hope of this method of solution.

The second possibility is the development of a separate supply. One possible source originates in the mountains some 24 miles away. This is pure, soft water and the pipe line would start almost 2,000 feet in elevation above the city. It would necessitate storage reservoirs and the buying of a water-shed. The total cost might reach a million dollars.

We really look with favor upon this latter development, and have sent an engineer to the water-shed to make measurements of flow and surveys for possible locations of dams. I expect to make a trip there upon my return if the engineer's reports are favorable.

With all this, however, we hold out the hand of co-operation to Bristol, Tenn., who have thus far pursued a course inimical to our best interests, for we know if the latter development is made it will give Bristol, Virginia a great advantage which Bristol, Tenn., can ill afford to disregard for a good water system filled with an abundant supply of pure water is surely one of the greatest assets of a city. The final solution will appear in a later achievement report which I expect to send Mr. Otis. (Applause)

### PUBLIC LIGHTING PROBLEMS

**The Chairman:** The next subject is "Public Lighting Problems" and Mr. Manning will discuss it.

**Mr. Jas. C. Manning:** (Hays, Kans.) I think the lighting problems of all cities are practically the same regardless of the size of the city. I say that the greatest problem is to bring the citizens of a city to the realization of the fact that your light plant is not making money. Of course this is not so difficult under our form of government because the city-manager form is rapidly relieving that situation all over the country.

I read a paper on practically this same proposition not very long ago in Atchison, Kansas and the mayor got up and said he thought they ought to run the "damn" city managers out of the State of Kansas. It was simply because I was treading on that mayor's toes.

### Unfair to Merge Water and Light Accounts

In many places they hire a competent man and put him in charge of the plant and then tie his hands. In most of our cities the principal problem is that the light plant must stand the expense of the water plant. I want to refer specifically to the conditions where I am at the present time. I have been

called into several places in Kansas and also Michigan, where they have a very efficient light plant, good machinery, etc., and then step into their office and find no form of record whatever as to their overhead expenses. In other words, no time cards to show what time had been spent on service.

Another thing is that you go into most of these plants and you find flat rates. I personally can not see how anyone can run a light plant efficiently with a flat rate system. It is absolutely impossible to keep accurate cost records on a flat rate system.

### Changing from Multi to Single Light Units

And another problem in the town of the second class is the street lighting problem. In most of the towns you see the same size lights all over the town. I know of several cities in Michigan where they used to have the five-light post but now they are changing to the single light unit. In many cities they give no attention to the height of the post and I have been in places where the glare of the light blinds you so that you can hardly drive through the city. This is a condition we find almost universally. The lights do not need to be so bright even in the center of the city and as you get into the residence district they should be reduced, and on the untravelled roads they should be reduced still smaller. That is a thing to which very little attention is paid.

### Need Popular Education in Lamps

Also very little attention is given to store lighting in towns of the second and third class. I stopped at Kansas City on my way here and I took particular notice of this very thing. I passed four stores, one a jewelry store, one a shoe store, one a billiard room and one a dry goods house and the same fixtures had been purchased for all four of those places. You can readily see that you wouldn't want the same fixtures, for instance, for a dry goods store of the up-to-date type that you would for a jewelry store. In the dry goods store you would want special show case lighting and you would want daylight lamps. In a jewelry store you would also want special lights. There is a certain light that absolutely ruins the brilliancy of diamonds. In a billiard room their lights should be down close to tables. This very same thing is true in homes. There is a great lack of educational service that a city manager or a superintendent of a light plant can do for his city which not only benefits the people, but benefits himself. In one home that we investigated we found the people trying to read by a 60 watt lamp while in one of their bed rooms they had a 200

watt lamp, where a 15 watt would have accomplished the same purpose.

### Complaints Eliminated by Service

The thing that any city manager or superintendent has to sell is service. I have eliminated complaints in my office until today we hardly know what one is. When I went to Hays, about nine per cent. of the people were taking cash discount. I now carry a card index with three sections. The first section are those who always take the discounts, the second are those who usually come within ten days and the third are those who are always delinquent. I now find that forty-one per cent. of our people are taking the discount. We have in our office a large blackboard on which we have printed a number of meter dials and with these we teach the people to read their own meters. In the past when a mistake was reported, we assumed that the customer was right. That caused us a great deal of worry and time and expense, but we have now practically eliminated all of this. We furnish the people with a card that covers a year's service and when our light man reads the meter he marks the reading on this card. Then the customer who is able to read his meter can check the readings himself, and he can see whether our man has made a mistake.

As I said before, I think that the greatest problem we have with municipal plants is the fact that they are over anxious to make a showing. In one plant where I made an investigation they showed an enormous profit in their water department. It was a steam plant, the same boilers were used both for the engine and the light and for the pump in the water works department. By a careful examination we arrived at the conclusion that the water plant was actually a losing proposition and we were charging the citizens more for light than we should charge them. By raising the water rates and lowering the rates for light, we fixed things all right. In municipally owned plants you will find a great deal of absolute carelessness and ignorance. These are the conditions we will find in most of the cities and I believe they all need some careful study. (Applause).

**The Chairman:** We will have about ten minutes to discuss these eight or ten papers and I hope we will make the most of our time.

**Mr. G. A. Abbott:** (Otsego, Mich.) I don't believe that the use of ornamental lights in the residence sections would be advisable but I do believe it is necessary to give the residence sections the same candle power that they are using in the down town districts in order to protect the pedestrians. In many

cities the streets of the residence districts are so lined with shade trees that a high powered light must be used in order to make any light at all.

**Mr. Manning:** Well, ornamental lights are not for lighting purposes alone. They are for advertisement and for street lighting.

**Mr. Abbott:** Do you recommend trimming the trees, say at a minimum height of ten feet above the ground?

### Don't Trim Trees Too High

**Mr. Manning:** No, that is not necessary. The minimum height could be eight feet. If you have a side bracket on your poles at a height of twelve feet it will make it all right. Where you need light and plenty of it, I would say put more light and don't destroy the tree.

**Mr. Abbott:** I would like to get the opinion of managers outside of Michigan on what they consider the most satisfactory way to handle the meter service—whether they purchase the meters and debit the consumer with the cost of the meter or whether they furnish the meters and make a service charge or whether they have a rental charge.

### City Ownership of Meters Advised

**The Chairman:** We found that it was best to furnish the meters and charge them rather than allow the public to purchase them. At one time we had an iron body meter which was put in by the consumer which lasted about three years, at which time we had to put a new meter in. But we believe with our present plan our public is better served. Another way to get around it is to require the people to put in a particular type of meter.

**Mr. W. F. Sargent:** (Chicago, Ill.) Our practice has been to furnish the meters and charge the cost to the residents of the town and that has worked in a very satisfactory way.

**The Chairman:** I think we will have to cease this discussion and take up the business session.

ADJOURNMENT

## ASSOCIATION BUSINESS

October Twenty-eighth, Morning Session

President C. A. Bingham presiding

**The Chairman:** The secretary will please call the roll.

**Secretary Otis:** In reading the roll, I shall follow this procedure, with your permission,—first the names of active members, then of associate members.

Upon roll call the following members were found to be present:

**Active:** Gerard A. Abbott, Otsego, Mich.; James E. Barlow, Dayton, O.; W. E. Baumgardner, Albion, Mich.; P. H. Beauvais, Manistee, Mich.; C. A. Bingham, Waltham, Mass.; O. E. Carr, Springfield, O.; W. M. Cotton, Sewickley, Pa.; Gaylord C. Cummin, formerly Grand Rapids, Mich.; Shelton S. Fife, Charlottesville, Va.; Harry H. Freeman, Kalamazoo, Mich.; R. H. Hunter, Ambridge, Pa.; George Johnston, Cadillac, Mich.; H. N. Kennedy, Grosse Pointe Shores, Mich.; Fred H. Locke, Grand Rapids, Mich.; Maurice Lowman, Birmingham, Mich.; James C. Manning, Hays, Kans.; C. M. Osborn, East Cleveland, O.; Harrison G. Otis, formerly Auburn, Me.; William R. Poulder, formerly Kingsport, Tenn.; W. E. Reynolds, Alma, Mich.; W. M. Rich, Sault Ste. Marie, Mich.; Kenyon Riddle, Xenia, O.; R. W. Rigsby, Bristol, Va.; Chas. C. Schultz, Wilmette, Ill.; H. H. Sherer, Glencoe, Ill.; Col. Henry M. Waite, formerly Dayton, O.; H. L. Woolhiser, Winnetka, Ill.; Geo. M. Zimmerman, Sandusky, O.

**Associate:** D. F. Dunkle, mayor, West Palm Beach, Fla.; George T. Keyes, secretary National Civil Service Reform Association, New York; John S. Miller, Jr., mayor Winnetka, Ill.; M. P. Neighbor, secretary chamber of commerce, Altoona, Pa.; R. K. Parlin, engineer, New York; W. F. Sargent, engineer, Chicago, Ill.; J. G. Stutz, student, Chicago, Ill.; Robert E. Tracy, director of municipal research, Indianapolis, Ind.

(Regrets from a large number of members were read and a welcome extended to guests.)

**The Chairman:** I think we are to be congratulated upon the number of associate members that we have. Now we will have the reading of the minutes of the 1918 business session.

**Secretary Otis:** Most of you have seen the last yearbook and in that you have the report of last year's meeting.

Secretary Otis read the minutes of the 1918 meeting.

**The Chairman:** Mr. Otis has a number of communications which I think should be presented.

**Secretary Otis:** At this time I think it is well to announce the openings in the field since the publication of our bulletin.

Secretary Otis told of a number of openings and read several communications.

I also have here an invitation from the Rotary Club of Indianapolis asking the officers of this association and all Rotarians to a club luncheon this noon. All who are members of Rotary are invited.

**The Chairman:** Mr. Otis will now please read his annual report.

#### C. M. A. Record in 1919

**Secretary Otis:** My annual report assumes chiefly the form of financial statements. To ease the suspense I feel resting upon the audience, I am happy to assure you that we came through the year with all bills paid and thirty-seven dollars in the treasury. I will go over these figures rather hurriedly.

You will recall that during the fiscal year of 1918 the association liquidated outstanding notes amounting to \$236, inherited from the "previous administration," and closed the books with all accounts paid so that we started the past year with neither surplus nor deficit.

The receipts have been as follows:

#### Dues

Active members, 86 at \$5 . . . . .	\$435
Transfers from associate, 8 . . . . .	40
	<hr/>
Associate members, 80 a \$5 . . . . .	\$400
Transfers to active, 8 . . . . .	40
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#### Advertising

Fifth Yearbook . . . . .	\$1000
Uncollected to date . . . . .	43
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#### Sales

First Proceedings . . . . .	\$ 6.42
Second Proceedings . . . . .	5.72
Third Proceedings . . . . .	7.92
Fourth Yearbook . . . . .	39.29
Fifth Yearbook . . . . .	175.70
Books, bulletins . . . . .	8.25
	<hr/>

243.30

#### Total Receipts

\$2035.30

The disbursements, tabulated as to class and purpose, were:

	Year-book	Bulletin	Books for members	Corres- pondence	Conven- tion	Totals
Clerical ...	\$172.61	\$240.00				\$ 412.61
Printing ...	866.89	136.60		\$ 60.50	\$19.50	1083.49
Postage ...	121.04	23.29	\$ 23.29	59.52		236.67
Express, &c ...	24.14					24.14
Telegraph					4.06	4.06
Rents .....	9.00	20.00				29.00
Supplies ...	38.82	26.96	133.25	4.05	14.25	217.33
	—	—	—	—	—	—
Totals ....	\$1232.50	\$446.85	\$157.07	\$124.07	\$37.81	\$1998.30
Surplus, cash						37.00
						—
<b>Total Disbursements and Surplus</b>						<b>\$2035.30</b>

### Receipts Nearly Doubled

The growth of the association and its activities is indicated to some extent by a comparative table of receipts for the five years.

### Association Receipts

Year	1915	1916	1917	1918	1919
Secretary      OE Carr	OE Carr	WL Miller	HG Otis	HG Otis	
Dues .....	\$105.00	\$115.00	\$125.00	\$ 260.00	\$ 835.00
Advertising .		341.00	194.50	400.30	957.00
Sales .....		83.80	10.35	225.54	243.30
Old Accounts				142.90	
	—	—	—	—	—
Totals ....	\$105.00	\$539.80	\$329.85	\$1028.74	\$2035.30

There has been a heavy increase in outgoing mail. During the year the secretary has sent out 11,277 pieces of mail of which 2503 were letters. This represents an increase of more than 100 per cent. over the preceding year. No records were kept prior to 1918 but an increase of postage from \$14.58 in 1917 to \$236.67 in 1919 is significant.

### Bulletin Issued Monthly

Our bulletin has been issued monthly instead of bi-monthly as authorized in our resolution adopted at Roanoke last fall. We have published an average of 300 copies which have been sent to all members, and, as a rule, to all city managers, whether members or not, in an effort to solicit their interest so as to enroll them in the association.

Each association member has been presented with a copy of Mabie's "City Manager Plan," subscription to the Short Ballot Bulletin and other literature in addition to the City Manager Bulletin and Yearbook.

The fifth yearbook of the C. M. A. is before you. The feature of achievement reports introduced in our fourth yearbook has proved popular, increasing the interest of managers who, because of distance, have been unable to attend our annual meetings and are in this way given representation in the association's publication. Moreover, the public is eager to secure these records of progress as evidenced by the increased sales. Our fifth yearbook contains 175 pages of reading matter and illustrations as compared to 128 pages in 1918 and 88 pages in 1917.

The cooperation of the members in helping to secure advertising for the yearbook, in furnishing news items for the bulletins and in boosting the associate membership, is sincerely appreciated by your retiring officers. Together we have enjoyed the work of making the City Managers' Association a real success. (Applause).

### Committee Appointments

**The Chairman:** I am sure our secretary has been very faithful and very hard working.

The question of distinctions between active and associate membership has been brought up several times and I therefore think we ought to have a committee to decide upon it. I will appoint Messrs. J. E. Barlow, C. M. Osborn and H. H. Freeman as a Committee on Credentials.

Other appointments are as follows: Committee on Resolutions, Messrs. H. H. Sherer, P. H. Beauvais and Fred H. Locke; Auditing Committee, Geo. M. Zimmerman, W. M. Rich, and Kenyon Riddle. These committees will please report at our next business session.

### Officers Elected in Executive Session October Twenty-ninth, Morning Session

**President C. A. Bingham:** Gentlemen, our next business is the election of officers and I think we should go into executive session.

(Associate members and guests were excused and withdrew from the room and the following business transacted.)

Upon suggestion of the secretary, the following resolution was adopted after debate:

**Resolved:** That the positions of second and third vice-presidents of the City Managers' Association be created.

The election resulted in the choice of the following officers for the ensuing year:

President, Harry H. Freeman, city manager of Kalamazoo, Michigan;

First vice-president, Kenyon Riddle, city manager of Xenia, Ohio;

Second vice-president, Edward A. Beck, city manager of Auburn, Maine;

Third vice-president, James C. Manning, city manager of Hays, Kansas;

Executive secretary, Harrison G. Otis, reelected, New York City.

### Executive Committee Established

The following resolutions were unanimously adopted:

**Resolved:** That there be hereby created an executive committee of the City Managers' Association, to consist of all active association officers and those former presidents who are still serving as city managers, such committee to act upon questions of association policy requiring decision between conventions.

**Resolved:** That the executive secretary be allowed for clerical services, during the coming year, a sum not less than \$240. nor exceeding \$500, as the resources of the association permit, the amount to be determined and authorized by the executive committee.

**Resolved:** That the executive committee be empowered to cooperate with the National Municipal League in establishing a city manager department in the National Municipal Review and in securing subscriptions to the Review for all members of the association at a rate of \$2.00 each, to be paid for by the City Managers' Association.

The auditing committee reported that the accounts of the executive secretary had been audited and approved. The report was accepted.

The committee on resolutions presented the following resolutions which were unanimously adopted:

### Resolutions of Thanks

**Resolved:** That the sincere thanks of the City Managers' Association be extended to the Indianapolis Chamber of Commerce and the Indianapolis Board of Trade, to the Rotary Club and to the press for their generous hospitality and for the many courtesies extended the association during its visit in Indianapolis, and likewise, that the thanks of the association be given

the following gentlemen for the very interesting and instructive addresses before the convention meetings:

Honorable James E. Goodrich, governor of Indiana;

Colonel Henry M. Waite, former president of the association;

Mr. Gaylord C. Cummin, former president of the association;

Mr. Robert E. Tracy, director of municipal research, Indianapolis chamber of commerce;

Dr. A. R. Hatton, field secretary of the Short Ballot Organization and

Mr. Walter Storey, exhibit director of War Camp Community Service.

Also:—That the association express its appreciation of the thought and efforts of the various members who have contributed to the success of the convention through the able papers presented at its meetings.

And, be it further resolved:—That these resolutions be spread upon the records and a copy sent to each of the gentlemen mentioned.

Respectfully submitted,

(Signed) H. H. Sherer

P. H. Beauvais

Fred H. Locke

### Plans for 1920 Convention

**Mr. Carr:** I think the time of our meeting should be changed. Of course I realize that November is the usual time for our annual convention but it seems to me that instead of holding it during the first part, the middle of November would be much better. I think we are needed at home just before election.

**Secretary Otis:** Mr. Childs, in the last part of his letter expressed a hope that we would meet with the National Municipal League next year. I think it would be well for many reasons, but I feel that we should meet at the time and place where we will have the best meeting.

**Mr. Riddle:** I suggest that the city managers meet in a smaller city and by themselves. If we are in a big crowd we don't have chance to get anything done. And I should like to cut down on the program so that we will not be rushed from morning until night.

**Dr. Hatton:** If you will permit me to make a suggestion, I will say that I would like to see the City Managers' Association meet in connection with the National Municipal League next year and I think you should continue to do so every two or three years. It will do you good.

**President Freeman:** Do we want to act on the suggestion of Doctor Hatton? I believe we all feel that this is too important a question to be decided upon just now. I feel that several months before our next convention we can send out notices to you men as to where the meeting will be held.

(It was moved and seconded that the executive committee make the decision as to where the next meeting will be held and notify the members several months in advance. Motion carried).

**The Chairman:** We are just about to adjourn and before we do so I want to again say to you that I will do the very best I can for this association. I am going to work hard in order to promote the good work that has been started.

ADJOURNMENT

## CONSTITUTION AND BY-LAWS OF THE CITY MANAGERS' ASSOCIATION

### CONSTITUTION

**Article 1—Name.**—The name of this organization shall be: THE CITY MANAGERS' ASSOCIATION.

**Article 2—Object.**—The purpose of this Association shall be to promote the efficiency of City Managers and municipal work in general.

**Article 3—Officers.**—The officers of this Association shall be a President, a Vice-President, an Executive Secretary, and such other officers as may be found necessary. The term of office shall be for one year.

**Article 4—Elections.**—At each annual meeting, the Association shall elect by ballot a President, a Vice-President, an Executive Secretary and such other officers as the Association may from time to time authorize. Members of committees and officers of the Association shall hold positions until their successors are elected, or appointed, and duly qualified.

**Article 5—Amendments.**—This Constitution may be altered, amended or repealed by a majority vote of the active members of the Association present at any annual meeting.

### BY-LAWS

#### **Article 1—Membership—**

**Section 1—Active Members.**—Any person who is, or has been, the administrative head of a municipality, appointed by its legislative body, is eligible to active membership and may be enrolled upon payment of proper dues. Active members shall enjoy full privileges of the Association, but voting by proxy shall not be allowed.

**Section 2—Associate Members.**—Any person interested in municipal progress shall be eligible to associate membership upon payment of proper dues and approval by the executive secretary; such associate members, however, shall not be eligible to hold office, shall have no vote and shall be granted the privilege of the floor only upon permission of the presiding officer, nor shall they be entitled to wear the society emblem.

**Section 3—Penalties.**—For delinquency in payment of dues, or other sufficient cause, the Association, by a two thirds vote of the active members present at any regular meeting, may suspend a member or cancel the membership of any person.

**Articles 2—Dues.**—The dues of each member, active or associate, shall be five dollars (\$5.) per year, payable in advance. Such year shall commence at the time of the regular annual meeting.

**Article 3—Duties of Officers.**—The duties of the officers of this Association shall be such as by general usage are indicated by the title of

the office. The president shall appoint such committees as may be necessary, subject to the approval of the majority of the members voting.

**Article 4—Financial Business**—The Executive Secretary shall transact the necessary financial business of the Association, keeping complete records of all transactions which shall be submitted for audit at the annual meeting of the Association.

**Article 5—Order of Business**—At the annual meeting of the Association the order of business shall be as follows, but may be suspended by the unanimous consent of those present:

- |                        |                          |
|------------------------|--------------------------|
| 1, Roll Call;          | 5, Report of Committees; |
| 2, Reading of Minutes; | 6, Election of Officers; |
| 3, Communications;     | 7, Unfinished Business;  |
| 4, Report of Secretary | 8, New Business.         |

**Article 6—Amendments**—These By-laws may be altered, amended or repealed at any regular meeting of the Association by a majority vote of the active members present.

## CURRENT INFORMATION

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**City Manager Bulletin**—In order to present to the city managers and other members of the Association the latest news as to the progress of the manager plan, and information as to openings which may lead to appointments, the Association is publishing a monthly bulletin in mimeograph form. It is sent only to members.

**The American City**—Published monthly by **The Civic Press**, Tribune Building, New York. Nearly every issue contains news items and special articles on the subject. Subscription, three dollars per year.

**National Municipal Review**—North American Building, Philadelphia. The official organ of the National Municipal League, published monthly. Each number contains information as to the progress of the city manager plan. Subscriptions, five dollars per year. Sent free to C. M. A. members.

**Public Affairs Information Service**—A co-operative clearing house of information on all phases of public affairs. The weekly Bulletin lists references to information alphabetically by subject. While dealing with all topics of public interest, the service is particularly strong on municipal affairs. Terms may be secured by applying to Public Affairs Information Service, 945-958 University Avenue, New York.

## BIBLIOGRAPHY.

Frequently requests are received by the City Managers' Association for a list of the best sources of information on the city manager plan. In the belief that the average person prefers a short list of the best references to a ponderous bibliography, there is presented herewith only the most complete and recent material on the subject.

### Bibliographies.

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2. Mabie, Edward C. Selected articles on the city manager plan of government. *The H. W. Wilson Company*, New York, 1918. xxix, 245 p. (Debaters' Handbook Series). Bibliography; p. xv-xxix.
3. Oklahoma University. University Extension Div. Dept. of Public Discussion and Debate. *The City Manager Plan*. J. W. Seroggs, ed. *The University*, Norman, Okla., 1918. 77 p. (Univ. of Okla. Bulletin. New series No. 156) Bibliography p. 71-77.
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5. U. S. Library of Congress. List of references on the City Manager Plan; a mimeograph document tabulating 153 references, 1920.

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3. *City Manager Yearbooks*; *The City Managers' Association* 6 vols.

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 Proceedings of the Second Annual Convention, 1915, 128 p.  
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5. The City Manager,—Harry A. Toulmin; D. Appleton & Co. New York and London, 1915. 310 p.

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8. Forms of Government,—Frank G. Bates; Ft. Wayne Printing Co., Ft. Wayne, Ind. 1916. 27 p.

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10. American Cities: Their Methods of Business,—Arthur B. Gilbert; The MacMillan Co., New York, 1918. 240 p. Manager Plan of City Government. p. 170-199.

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Progress of Manager Plan in 185 Cities—serial beginning May 1920; Vol. 9, p. 305.

4. Pacific Municipalities.—League of California Municipalities. Pacific Building, San Francisco, Cal. This magazine devotes considerable space to the manager movement. Recent articles are:

The City Manager Plan. April 1916, Vol. 30, p. 144.

City Manager Plan Outlined. April 1916. Vol. 30. p. 150.  
151.

A Few Comments on the City Manager Form of Government. Nov. 1919, Vol. 33, p. 407.

City Manager Government. February 1920. Vol. 34. p. 81.

5. National Short Ballot Organisation. 8 West 9th Street, New York. Several pamphlets dealing with the city manager plan have been published by this organization.

6. Other Periodicals. Among recent magazine articles not listed above are:

Commission Manager Form of City Government does not Eliminate Politics. Engineering News: February 28, 1918: Vol. 80, p. 398.

City Managers and their Salaries. Municipal Journal, March 30, 1918: Vol. 34, p. 257.

Salaries of City Managers and the Growth of the City Manager Plan. Engineering and Contracting. May 8. 1918: Vol. 49. p. 448.

Taking the American City out of Politics. Harpers Magazine, June 1918, Vol. 137. p. 106.

Future of the Commission-Manager Plan. Modern City, August 1918: Vol. 3, p. 19.

Récent Development in the City Manager Field. Engineering and Contracting. Oct. 9. 1918. Vol. 50. p. 353.

Managing Kalamazoo. American Review of Reviews, Nov. 1918, Vol. 58. p. 529.

Progress, Prospects and Pitfalls of the New Profession of City Manager. Engineering and Contracting, Nov. 20, 1918, Vol. 50. p. 487.

Why the City Manager Form is preferable to the Commission Form of Government. Engineering and Contracting, Feb. 12, 1919, Vol. 51, p. 171.

Short Ballot and City Manager Plan Outlook, May 28, 1919, Vol. 122, p. 144.

American Democracy under the Commission-Manager Plan. Public. May 24, 1919, Vol. 22, p. 543.

Why Insist on Home Made Managers. Modern City, July 1919, Vol. 4, p. 30.

City Manager Government, Municipal Journal, Aug. 2, 1919, Vol. 47, p. 68.

### Charters

1. A Model Charter and Municipal Home Rule,—National Municipal League, North American Building, Philadelphia. March 1916. 59 p. This charter has been revised and re-published in "A New Municipal Program." See #13 under "Books."

2. A Model Charter for Texas Cities,—Herman G. James, Bulletin of the University of Texas, No. 320, March 1914.

Among the commission manager charters now in effect, those of the following cities which may be secured by writing to the city managers are fairly representative.

- |                          |                         |
|--------------------------|-------------------------|
| 3. Akron, Ohio.          | 15. Kalamazoo, Mich.    |
| 4. Amarillo, Texas.      | 16. Lufkin, Texas.      |
| 5. Ashtabula, Ohio.      | 17. Manistee, Mich.     |
| 6. Bakersfield, Cal.     | 18. Montrose, Colo.     |
| 7. Beaumont, Texas.      | 19. Muskegon, Mich.     |
| 8. Bouler, Colo.         | 20. Norfolk, Va.        |
| 9. Bristol, Va.          | 21. Nowata, Okla.       |
| 10. Cadillac, Mich.      | 22. St. Augustine, Fla. |
| 11. Crystal Falls, Mich. | 23. San Jose, Cal.      |
| 12. Dayton, Ohio         | 24. Santa Barbara, Cal. |
| 13. Jackson, Mich.       | 25. Springfield, Ohio.  |
| 14. Kingsport, Tenn.     | 26. Tallahassee, Fla.   |

### Annual City Reports

Many cities under the manager plan are publishing annual reports which are so edited as to be of more than local interest. These may usually be secured upon application to the

city manager. Among the recent reports which may well be studied, are those from the following cities:

1. Alameda, Cal.
2. Albuquerque, N. M.
3. Alhambra, Cal.
4. Altoona, Pa.
5. Auburn, Maine.
6. Dayton, Ohio.
7. East Cleveland, Ohio
8. El Dorado, Kans.
9. Fredericksburg, Va.
10. Jackson, Mich.
11. Kalamazoo, Mich.
12. Newburgh, New York
13. San Jose, Cal.
14. Santa Barbara, Cal.
15. Sherman, Texas
16. Staunton, Va.
17. Waltham, Mass.
18. Westerville, Ohio
19. Wichita, Kansas
20. Winnetka, Ill.

## MEMBERSHIP OF CITY MANAGERS' ASSOCIATION

### Active Members

Active membership in the City Managers' Association is limited by the by-laws to "any person who is (or has been) the administrative head of a municipality appointed by its legislative body." This definition is designed to fit the position of city manager regardless of by what title he may be called. Not all city managers have yet availed themselves of membership privileges but it will be noted that, with few exceptions, the managers who are not C. M. A. members have but recently entered the field or are employed in the smaller towns where lack of interest or of funds affords the explanation.

Resignation as city manager does not effect one's standing as an active member and many who have temporarily or permanently left the field, give evidence of their continued interest in the movement by keeping up their membership dues. The names of city managers who are active members are indicated by bold face type in the tabulated data headed "City Manager Municipalities." The active members who are not now serving as city managers, but whose dues are not in arrears are:

- Abbott, G. A., Sanford, Fla.  
Ash, Louis R., Wichita, Kans. (now Kansas City, Mo.)  
Anderson, W. E., Brownsville, Tex.  
Barnwell, J. G., Rock Hill, S. C.  
Blinn, R. S., Lapeer, Mich. (now Coshocton, O.)  
Cashell, I. M., Goldsboro, N. C.  
Cloud, F. L., Kingsport, Tenn.  
Craig, Robert A., Santa Barbara, Calif.  
Crosby, S. H., Grinnell, Ia. (now Port Arthur Tex.)  
Field, A. M., Winchester, Va. (now Rochester, N. Y.)  
Hebenstreit, A. R., Albuquerque, N. Mex.  
Heinrich, E. O., Boulder, Colo. (now Berkeley, Cal.)  
Hilton, F. L., Alhambra, Calif.  
Hunter, R. H., Ambridge, Pa.  
Jaffa, A. G., Roswell, N. Mex.  
Macomber, C. A., San Anselmo, Calif.  
Miller, W. L., Bethlehem, Pa. (now Dayton, O.)  
Moore, J. H., Sault Ste. Marie, Mich. (now Nitro, W. Va.)  
Murphy, T. J., High Point, N. C. (now Greensboro, N. C.)  
Otis, H. G., Auburn, Me. (now New York)  
Park, C. T., Alpena, Mich.

Pouder W. R., Kingsport, Tenn. (now Knoxville, Tenn.)  
Reed, Thos. H., San Jose, Calif. (now San Francisco)  
Royer, R. Stuart, Fredericksburg, Va.  
Siverts, S. A. Jr., Morris, Minn. (now Minneapolis)  
Stecker, H. A., Charlottesville, Va. (now Camp Jackson, S. C.)  
Turner, M. A., Ranger, Tex.  
Waite, Henry M., Dayton, O. (now New York)  
Watts, J. G., Anchorage, Alaska; (now Auburn, Washington)  
Yager, O. S., Eaton Rapids, Mich.

### Associate Membership

Associate membership in the City Managers' Association is open to all who are sufficiently interested in municipal progress to pay the annual dues of five dollars. This year the association is providing each member with copies of the various issues of the Yearbook, subscription to the monthly mimeograph City Manager Bulletin, devoted to current news of openings, appointments and similar items of interest, and subscription to the National Municipal Review,—definite benefits having a total market value of eight dollars. This associate membership appeals particularly to young men looking forward to entering the manager field, to bureaus of municipal research, chambers of commerce, libraries and university research departments.

The roll of such members on May 1, 1920 is as follows:

Appleyard, T. J., ex-sec., chamber of commerce, Newark, O.  
Astoria Chamber of Commerce, C. I. Barr, sec., Astoria, Ore.  
Bean, F. P., Derry, N. H.  
Bennett, E. L., sec. League of Minn. Mun., Minneapolis.  
Berwald, John, former mayor, Davenport, Ia.  
Black, G. D., municipal accountant, Kingsport, Tenn.  
Bodine, A. W., townsite supt., Kistler, Mt. Union, Pa.  
Bomford, John D., assistant manager, Hays, Kansas  
Bonsall, Ward, lawyer, Washington, D. C.  
Bridgeman, J. H., city engineer, Junction City, Kans.  
Brower, I. C., com'r of public works, Evanston, Ill.  
Bulkley, L. C., land dealer, Shreveport, La.  
Burns and McDonnell, engineers, Kansas City, Mo.  
Campbell, D. G., sec., board of trade, Calgary, Canada.  
Carlisle Chamber of Commerce, C. H. Bischoff, sec., Carlisle, Pa.  
Carmichael, I. J., city clerk, Batavia, N. Y.  
Chessington, J. B., city engineer, Thermopolis, Wyo.  
Childs, R. S., sec., Short Ballot Organization, N. Y.  
Clarin, David X., civil engineer, Yonkers, N. Y.  
Comer, G. E., sec., Carroll Co. Trade Bd., Carrollton, Ga.  
Cottrell, Geo. O., council member, Staunton, Va.  
Crawford, F. G., university professor, Syracuse, N. Y.  
Dallas News, The, public welfare editor, Dallas, Tex.

- Davis, Albion, engineer, Keokuk, Ia.  
Delaney, W. R. Bryce—Govt. sanitary eng. Jersey City, N. J.  
Demartini, J. W., accountant, San Francisco, Calif.  
Detroit Bureau Govt'l Research, L. D. Upson, dir., Detroit.  
Detroit Citizens League, W. P. Lovett, sec., Detroit, Mich.  
Dudderar, G. W., sec., Chamber of Commerce, Lorain, O.  
Dunkle, D. F., mayor, West Palm Beach, Fla.  
Elgin Sales Corporation, motor street cleaners, New York.  
Erley, Robt. H., village engineer, Grosse Point Farms, Mich.  
Fisher, L. M., engineer, Columbia, S. C.  
Fleming, C. A., community organizer, New York.  
Fox, H. S., civil engineer, Riverside, Calif.  
Galesburg Mun. Ref. Bur., Mabel Inness, dir., Galesburg, Ill.  
Goodman, C. H., merchant, Kenosha, Wis.  
Goodrich, E. P., city plan engineer, New York  
Gordon, W. H., sec., chamber of commerce, Marquette, Mich.  
Hagerstown Cham. of Com., S. Jamieson sec., Hagerstown, Md.  
Harader, J A., mgr. chamber of commerce, Bozeman, Mont.  
Harrold, C B., city clerk, Ponca City, Okla.  
Hatten, C. R., sec., G. R. Citizens League, Grand Rapids, Mich.  
Hildreth and Company, engineers, New York  
Hill, John, Agricultural Experiment Sta., New Brunswick, N. J.  
Hoag, C. G., sec., Amer Prop. Rep. League, Philadelphia, Pa.  
Huston, R. C., engineer, Knoxville, Tenn.  
Jones, Ben, city attorney, Lyons, Kans.  
Keyes, Geo. T., sec. Nat. Civil Service Ref League, New York.  
King, A. C., engineer, South Braintree, Mass.  
LaBelle, F A., sec, chamber of commerce, Youngstown, O.  
Lake Co. Cham. of Com., C. H. Hutchinson, sec., Painesville, O.  
Lockport Board of Commerce, Lockport, N. Y.  
Lothrop, E. E., municipal engineer, Fitchburg, Mass.  
Ludwig, C. C., bureau of municipal research, Rochester, N. Y.  
Manghum, Mason, bd. of commerce, New Bedford, Mass.  
Mann and MacNeill, city developers and engineers, Detroit  
Marshall, S. B., engineer and metallurgist, Washington, D. C.  
Massena Board of Trade, A. J. Hammer, sec., Massena, N. Y.  
Massillon Evening Independent, Massillon, O.  
Matte, H. P., sanitary engineer, Cambridge, Mass.  
Miller, John S., Jr., mayor, Winnetka, Ill.  
Murchison, E. T., engineer, Chicago, Ill.  
Murphy, Paul J. B., supt. pub. works, Clifton Forge, Va.  
Nebraska Legis. Ref. Bur., A. E. Sheldon, dir., Lincoln, Nebr.  
Neighbor, M. P., mgr., chamber of commerce, Altoona, Pa.  
N. J. State League of Mun., Princeton, N. J.  
Newspaper Enterprise Association, Cleveland, O.  
New York Municipal Reference Library, New York.  
New York Bur. of Mun. Res., Training School, New York.  
Norfolk Chamber of Commerce, F. H. Beels, sec., Norfolk, Neb.  
Okmulgee Chamber of Com., R. W. Budd, sec., Okmulgee, Okla.

- Oldfather, C. G., city auditor, St. Augustine, Fla.  
Pardee, B. V., attorney, San Francisco, Calif.  
Parker, G. A., sec. Conn. park commission, Hartford, Conn.  
Parlin, R. W., engineer, New York.  
Pasedena Public Library, Pasedena, Calif.  
Patterson, F. W., engineer, Pittsburgh, Pa.  
Peterson, Arthur E., crematory supt., Spokane, Wash.  
Piquet, John A., sec., chamber of commerce, Concord, N. H.  
Randall, R. H., consulting engineer, Akron, O.  
Ray, Major W. D., U. S. A., utility manager, Easton, Pa.  
Reichardt, W. F., city engineer, Watertown, Wis.  
Reves, E. J., assistant manager, Grosse Pointe Shores, Mich.  
Richardson, John, sec., chamber of commerce, Dunkirk, N. Y.  
Ridley, C. E., city engineer, Port Arthur, Tex.  
Rightor, C. E., author of "City Manager in Dayton," Detroit.  
Roberts, C. W., sec. chamber of commerce, Greensboro, N. C.  
Rochester Bur. Mun. Res., Jas. W. Routh, dir., Rochester, N. Y.  
Root, S. L., civil and sanitary engineer, Fairfield, Ct.  
Sacramento Cham. of Com., S. H. Maddox, sec., Sacramento, Cal.  
Sales, W. L., Sales, Pelaluma, Calif.  
Sargent, W. F., civil engineer, Chicago, Ill.  
Scherf, J. G., sec., chamber of commerce, Andalusia, Ala.  
Schuchman, F. E., Munhall, Pa.  
Shiner, D. A., city attorney, Wenatchee, Wash.  
Shriver, Jas. accountant, Grand Rapids, Mich.  
Smith, Godfrey L., commissioner, Newport News, Va.  
Spear, R. E., engineer, Chicago, Ill.  
Stanley C. P., community organizer, Kenosha, Wis.  
Streed, F. L., assistant to manager, Winnetka, Ill.  
Stutz, J. G., student in municipal administration, Utica, Kans.  
Sylvester, E. W., supt. public works, Poughkeepsie, N. Y.  
Tennant, H. V., city engineer, Portage, Wis.  
Texas, Univ. of, bureau of government research, Austin, Tex.  
Thomasville Com. Assn. S. T. Kidder Jr., sec., Thomasville, Ga.  
Torkelson, F. A., county engineer, Sault Ste Marie, Mich.  
Tracy, Robt. E., dir mun. res. cham. of com., Indianapolis, Ind.  
Traverse City Cham. of Com., Traverse City, Mich.  
Townley, J. C., engineer, Massena, N. Y.  
Weil, Lionel, councilman, Goldsboro, N. C.  
Weissgerber, Oscar F., city engineer, Appleton, Wis.  
Widener, C. C., city engineer, Bozeman, Mont.  
Wilcox, Paul B., Long Beach, Calif.  
Wilson, Arthur E., real estate, Malden, Mass.  
Wolcott, E. J., supt. water and light, Herington, Kans.  
Woodruff, C. R., ex-sec. Nat. Mun. League, Philadelphia, Pa.  
Wrenn, E. H. Jr., purchasing agent, Reidsville, N. C.  
Yakima Commercial Club, O. C. Soots, sec. Yakima, Wash.  
Yates, Robt. R., Lieut. U. S. Naval Academy, Annapolis, Md.

**CITY-MANAGER MUNICIPALITIES**

Corrected to July, 1, 1920.

In the following tables, names of active members of the City Managers' Association are indicated by bold-face type. The population figures are largely estimates submitted before census statistics were available. In the column headed "plan" the letter "C" indicates that the position of manager has been created by adoption of a charter, a charter amendment, or optional state law by popular vote; the letter "C-" implies that such charter has been seriously modified; the letter "o" indicates that the position of manager has been created by local ordinance only. The column headed "No." indicates the number of managers which a city has successively employed. The column headed "Cities" following the names of the managers, indicates the number of cities each man has served as manager. Additions and corrections will be welcomed by the City Managers' Association.

STATE	CITY	1920 POPULATION	IN PLAN	EFFECT	NO.	NAME	CITIES APPOINTED	MANAGER SALARY
Ariz.—Phoenix	....	40,000	C	Apr.,	'14	3	<b>V. A. Thompson</b>	1 Jan. '18 \$5,000
Ark.—Bentonville	..	3,000	o	Sept.,	'15	1	Edgar Masoner	1 Sept. '15 1,500
Hot Springs	..	18,000	C	Apr.,	'17	2	<b>Geo. R. Belding</b>	1 Sept. '18 2,100
Monticello	....	3,500	o	Jan.,	'18	2	A. M. Bell	1 Jan. '20 1,800
Cal.—Alameda	....	28,806	C	May,	'17	1	<b>Chas. E. Hewes</b>	2 May '17 5,000
Alhambra	....	10,000	C	July,	'15	3	Grant M. Lorraine	1 Sept. '19 2,700
Anaheim	....	5,526	o	Nov.,	'19	1	<b>O. E. Steward</b>	1 Nov. '19
Bakersfield	....	20,000	C	Apr.,	'15	2	F. S. Benson	1 May '19 4,000
Coronado	....	2,500	o	Jan.,	'20	1	<b>G. F. Hyatt</b>	1 Jan. '20 2,100
Glendale	....	11,500	o	May,	'14	1	T. W. Watson	1 May '14 2,400
Paso Robles	...	2,000	o	Apr.,	'18	2	William Ryan	1 Apr. '19 2,000
Pittsburg	....	7,000	o	Sept.,	'19	2	<b>R. M. Dorton</b>	1 Nov. '19 3,000
Redding	....	5,000	o	Oct.,	'18	1	<b>E. A. Rolinson</b>	1 Oct. '18 2,400
Salinas	....	4,000	C-		'20			
San Diego	....	95,000	o	May,	'15	2	<b>Wilbur H. Judy</b>	1 May '19 4,000
San Jose	....	40,000	C	July,	'16	2	<b>W. C. Bailey</b>	1 July '18 6,000
Santa Barbara	..	20,000	C	Jan.,	'18	3	Fred L. Johnston	1 Meh. '20 4,000
So. Pasadena	..	7,648	o	Mar.,	'20	1	R. V. Orbison	1 Meh. '20
Colo.—Boulder	....	14,000	C	Jan.,	'18	2	W. D. Salter	1 June '19 4,000
Durango	....	5,300	C	Mar.,	'15	2	<b>W. H. Wigglesworth</b>	1 Apr. '19 1,800
Montrose	....	4,000	C	Feb.,	'14	4	<b>R. P. Hilleary</b>	1 Aug. '19 3,000
Conn.—W. Hartford		5,620	o	July,	'19	1	<b>B. I. Miller</b>	1 July '19 4,000

STATE	CITY	POPULATION PLAN	IN EFFECT NO.	NAME	MANAGER		
					CITIES	APPOINTED	SALARY
Fla.—Largo .....	500	o June, '13	3	W. H. Turner	1	Mch. '18	1,200
Ocala .....	5,610	C Feb., '18	3	R. M. Martin	1	Oct. '18	2,400
St. Augustine .....	6,192	C July, '15	2	Eugene Masters	1	Apr. '18	3,600
Sanford .....	6,000	C Jan., '20	1				
Tallahassee .....	5,637	C Feb., '20	1	J. W. Greer	2	Feb. '20	4,200
W. Palm Beach .....	10,000	C Dec., '19	1	Joseph Firth	1	Dec. '19	5,000
Ga.—Cartersville .....	5,810	C Aug., '17	1	Abram Cook	1	Jan. '18	2,400
Griffin .....	8,240	C Dec., '18	1	E. P. Bridges	1	Dec. '18	2,550
Rome .....	14,000	C Apr., '19	1	Sam S. King	1	Apr. '19	3,000
Ill.—Glencoe .....	3,295	o Jan., '14	1	H. H. Sherer	1	Jan. '14	5,000
Wilmette .....	7,814	o Oct., '18	2	C. C. Schultz	1	Dec. '18	2,100
Winnetka .....	6,694	o Jan., '15	2	H. L. Woolhiser	1	May '17	3,600
Iowa—Anamosa .....	3,000	o May, '19	1	W. F. Hathaway	1	May '19	1,800
Clarinda .....	4,511	o Apr., '13	2	Henry Traxler	1	May '19	2,700
Dubuque .....	47,500	C June, '20	1	Ossian E. Carr	4	June '20	8,400
Estherville .....	4,200	o May, '19	1	F. G. Connally	1	May '19	3,000
Iowa Falls .....	4,000	o May, '14	2	J. O. Gregg	1	Mch. '17	1,800
Manchester .....	3,160	o May, '16	2	Thos. Wilson	1	May '17	1,440
Mt. Pleasant .....	4,170	o Apr., '16	1	T. W. McMillan	1	Apr. '16	1,800
Villisca .....	2,170	o May, '19	1	W. J. Oviatt	1	May '19	1,200
Webster City .....	6,000	C Oct., '16	2	G. J. Long	1	Apr. '17	2,400
West Liberty .....	1,800	o '20	1	C. J. Mackey	1	'20	
Kans.—El Dorado .....	10,995	C July, '17	1	Bert C. Wells	1	July '17	3,600
Hays .....	3,300	C May, '19	2	A. W. Seng	1	May '20	3,000
McCracken .....	1,000	C May, '19	1	L. L. Ryan	1	May '19	1,800
Wichita .....	72,128	C Apr., '17	3	L. W. Clapp	1	Oct. '19	10,000
Ky.—Cynthiana .....	5,000	o Dec., '15	2	J. J. Curle	1	Dec. '18	
Maine—Auburn .....	16,985	C Jan., '18	2	Edward A. Beck	3	Feb. '19	5,400
Mass.—Norwood .....	12,627	C Jan., '15	2	Wm. P. Hammersley	1	Mch. '18	4,000
Waltham .....	30,891	C Jan., '18	2	Henry F. Beal	1	Jan. '20	5,000
Mich.—Albion .....	8,354	C Jan. '16	4				
Alma .....	7,542	C May, '19	1	W. E. Reynolds	1	May '19	4,500
Alpena .....	11,101	C Apr., '16	3	W. E. Baumgardner	2	June '20	4,000
Big Rapids .....	5,100	C Apr., '14	4	Dan H. Vincent	1	May '17	1,200
Birmingham .....	3,694	C Apr., '18	2	Maurice Lowman	1	Mch. '19	3,600
Cadillac .....	9,734	C Meh., '14	3	Geo. Johnston	1	Jan. '18	2,200
Crystal Falls .....	7,000	C Apr., '18	1	J. H. Sanders	1	Apr. '18	3,000
Eaton Rapids .....	3,000	o Oct., '13	4	P. T. Mitchell	1	Mch. '20	2,500
Grand Haven .....	7,224	C Apr., '15	2				
Grand Rapids .....	137,634	C Meh., '17	2	Fred H. Locke	1	May '18	5,000
GrossePte.Shores .....	1,200	C June, '16	2	H. N. Kennedy	1	Apr. '18	4,200
Jackson .....	48,374	C Jan., '15	3	A. W. D. Hall	1	May '17	4,000
Kalamazoo .....	48,858	C June, '18	1	Harry H. Freeman	1	June '18	6,000
Lapeer .....	4,500	C May, '19	2	Charles Hubbard	1	Apr. '20	2,000
Manistee .....	9,690	C May, '14	2	P. H. Beauvais	1	May '18	4,000
Muskegon .....	36,570	C Jan., '20	1	I. R. Ellison	3	Jan. '20	4,250
Otsego .....	4,000	C May, '18	2				
Petoskey .....	5,064	C Apr., '16	4	J. Frank Quinn	1	Jan. '20	5,000
Plymouth .....	2,500	C Dec., '17	2	Sidney D. Strong	1	June '20	3,000
Portland .....	2,747	C Jan., '19	1	F. L. Jenkins	1	Jan. '19	1,800

## CITY MANAGERS' ASSOCIATION

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STATE	CITY	POPULATION	1920 PLAN	IN EFFECT	NO.	NAME	CITIES	MANAGER APPOINTED	SALARY
Royal Oak	....	6,000	C May,	'18	2	Geo. E. Weitzel	1 Oct.	'18	3,000
St. Johns	....	4,035	C Aug.,	'18	2	T. H. Townsend	1 July	'19	3,000
Sault Ste. Marie	14,500	C Dee.,	'17	2					
Three Rivers	..	5,209	C Apr.,	'18	1	O. O. Johnson	1 Apr.	'18	1,800
Minn.—Anoka	....	4,287	C Apr.,	'14	1	Henry Lee	1 Apr.	'14	1,200
Morris	.....	3,500	C Jan.,	'14	2	Frank J. Haight	1 Oct.	'18	1,800
Pipestone	....	3,500	o May,	'17	1	F. E. Cogswell	1 May	'17	2,400
Mont.—Columbus	...	1,000	o Nov.,	'18	3	Harry P. Schug	1 Jan.	'20	1,800
Glasgow	.....	3,500	o July,	'16	2	Harvey Booth	1 Mch.	'18	2,100
Scobey	.....	1,500	o Jan.,	'20	1	Roy N. Stewart	1 Jan.	'20	2,100
Nebr.—Alliance	....	7,000	o Aug.,	'19	1	Cassius C. Smith	1 Aug.	'19	3,000
Chadron	.....	3,140	o Apr.,	'20	1	J. H. Rayburn	1 Apr.	'20	5,000
N.Mex. Albuquerque	20,000	C Jan.,	'18	3	James N. Gladding	1 Feb.	'20	5,000	
Clovis	.....	7,000	o June,	'19	1	Oscar Dobbs	1 June	'19	3,600
Roswell	.....	9,000	o May,	'14	3	Clyde Fulton	1 Mch.	'20	
N. Y.—Auburn	....	36,142	C Jan.,	'20	1	John P. Jaekel	1 Jan.	'20	4,000
Newburgh	....	30,272	C Jan.,	'16	4	W. Johnston McKay	1 Jan.	'20	3,600
Niagara Falls	. 50,760	C Jan.,	'16	2	Edwin J. Fort	1 Sept.	'18	6,000	
Sherrill	.....	1,500	C June,	'16	3	Amos G. Reeve	1 Feb.	'20	
Watertown	....	31,263	C Jan.,	'20	1	C. A. Bingham	3 Feb.	'20	7,500
Watervliet	....	16,073	o Jan.,	'20	2	Henry E. Gabriels	1 June	'20	4,500
N.C.—Elizabeth City	8,925	C Apr.,	'15	4	J. C. Commander	1 Jan.	'20	2,400	
Gastonia	....	12,871	C Aug.,	'19	1	W. J. Alexander	1 Aug.	'19	3,600
Goldsboro	....	11,293	C July,	'17	3	W. M. Rich	2 June	'20	4,500
Hickory	....	5,076	C May,	'13	4	R. G. Henry	1 Feb.	'20	3,000
High Point	....	14,000	C May,	'15	3	R. L. Pickett	1 Mch.	'19	3,000
Morehead City	....	3,500	o June,	'16	3	John S. Bennett	1 June	'19	2,100
Morganton	....	2,867	C May,	'13	3	W. R. Patton	1 May	'18	2,100
Thomasville	....	5,000	C May,	'15	6	J. T. Stewart, Jr.	1 Sept.	'19	2,500
Ohio—Akron	....	208,435	C Jan.,	'20	1	W. J. Laub	1 Jan.	'20	10,000
Ashtabula	....	23,000	C Jan.,	'16	2	M. H. Turner	1 Jan.	'18	3,500
Dayton	....	153,830	C Jan.,	'14	2	Jas. E. Barlow	1 Mch.	'18	7,500
E. Cleveland	..	25,000	C Jan.,	'18	1	C. M. Osborn	1 Jan.	'18	6,000
Gallipolis	....	6,070	C Jan.,	'18	1	Edw. E. Myers	1 Jan.	'18	1,500
Painesville	....	6,886	C Jan.,	'20	1	T. B. Wyman	1 Jan.	'20	4,000
Sandusky	....	22,897	C Jan.,	'16	3	Geo. M. Zimmerman	1 Apr.	'18	5,000
S. Charleston	..	1,500	C Jan.,	'18	1	P. H. Cheney	1 Jan.	'18	1,600
Springfield	....	65,000	C Jan.,	'14	3	Edgar Parsons	1 July	'20	6,000
Westerville	....	3,500	C Jan.,	'18	2	R. W. Orebaugh	1 Sept.	'17	2,100
Xenia	.....	9,110	C Jan.,	'18	1	Kenyon Riddle	2 Jan.	'18	3,600
Oklahoma—Coalgate	4,000	C July,	'14	3	Leslie E. Bay	1 Aug.	'19	1,620	
Collinsville	....	2,500	C Feb.,	'14	2	F. A. Wright	1 May	'16	1,800
Duncan	....	3,000	C June,	'20					
Erick	....	800	o June,	'20					
Madill	....	1,760	C Nov.,	'17	3	J. A. Richardson	1 June	'20	
Mangum	....	4,770	C Nov.,	'14	4	A. P. Marsh	1 May	'18	1,800
McAlester	....	19,000	C Nov.,	'19	1	R. B. Snell	1 Jan.	'19	1,800
Muskogee	....	50,000	C Apr.,	'20	1	E. M. Fry	1 Nov.	'19	5,000
Norman	....	6,240	C Sept.,	'19	1	R. P. Harrison	1 Apr.	'20	6,000
						W. R. Gater	1 Sept.	'19	

STATE	CITY	POPULATION PLAN	IN EFFECT NO.	NAME	CITIES APPOINTED	MANAGER SALARY
Nowata .....	8,000	C Apr., '20	1	Jas. C. Manning	2 May '20	4,200
Pawhuska .....	6,000	C '20				
Ponca City ...	5,255	C '20				
Sallisaw .....	3,000	C Nov., '19	1	Fred E. Johnston	1 Nov. '19	3,000
Walters .....	3,600	C Sept., '19	1	W. E. Anthony	1 Nov. '19	3,000
Weatherford ..	3,000	o Aug., '17	3	G. A. Critchfield	1 June '19	1,700
Oregon—LaGrande	6,913	C Oct., '13	4			
Pa.—Altoona .....	60,331	o Jan., '18	1	H. Gordon Hinkle	1 Jan. '18	7,500
Ambridge .....	12,730	o Nov., '18	2	W. M. Cotton	3 Feb. '20	4,500
Coraopolis .....	6,162	o May, '20				
Edgeworth .....	2,500	o Jan., '14	3	Robert Lloyd	1 Meh. '20	3,000
Mifflinburg .....	2,000	o Jan., '19	1	W. D. Kochersperger	1 Jan. '19	2,500
Sewickley .....	4,955	o Oct., '18	1			
Towanda .....	5,610	o Apr., '18	1	W. T. Howie	1 Apr. '18	1,500
S.Carolina—Beaufort	3,700	C May, '15	4	H. R. Pollitzer	1 May '18	1,800
Rock Hill .....	8,809	C Feb., '15	2	E. R. Treverton	1 Dec. '19	3,600
Sumter .....	9,508	C Jan., '13	6	Howard Stillwell	1 June '20	4,000
S. Dakota—Clark ..	1,335	o May, '12	1	J. E. Smith	1 Jan. '12	1,200
Tenn.—Aleoa .....	3,500	C July, '19	1	V. J. Hultquist	1 July '19	2,000
Kingsport .....	10,000	C May, '17	3	L. Herbert Kidd	1 Apr. '20	4,200
Texas—Amarillo ..	15,494	C Dec., '13	6	J. G. Colby	1 June '20	2,900
Beaumont .....	40,422	C May, '20	1	Geo. J. Roark	1 Apr. '20	8,000
Brownsville ...	13,180	C Jan., '16	3	Geo. Greupe	1 Feb. '20	5,000
Brownwood ...	8,225	C Apr., '16	3			
Bryan .....	6,295	C July, '17	3	H. A. Burger (acting)	1 Feb. '20	
Denton .....	6,830	C Apr., '14	3	H. V. Hennen	1 May '19	2,000
Eastland .....	12,000	C Jan., '19	1	Walter Lander	2 Jan. '19	6,000
Electra .....	7,500	o May, '19	1	W. H. Larson	1 May '19	4,200
Lubbock .....	3,958	C '18	1	Martin S. Ruby	1 '18	
Lufkin .....	4,878	C Apr., '18	1	Lequin Mitchell	2 Apr. '19	3,000
Ranger .....	18,000	C May, '19	1			
San Angelo ...	16,500	C June, '16	1	E. L. Wells, Jr.	1 June '16	2,500
Sherman .....	15,031	C Apr., '15	2	O. J. S. Ellingson	1 Apr. '16	3,600
Stamford .....	5,000	C June, '18	2	H. J. Bradshaw	1 '19	3,000
Taylor .....	8,200	C Apr., '14	3	A. V. Hyde	1 Apr. '18	2,000
Teague .....	3,760	o Jan., '15	3	C. E. Johnson	1	
Terrell .....	8,400	C Aug., '19	1	J. P. Kittrell	1 Aug. '19	2,400
Tyler .....	15,000	C Apr., '15	2	Henry J. Graeser	1 Aug. '18	3,600
Wichita Falls .	30,000	C '20				
Yoakum .....	7,500	C Apr., '15	2	J. V. Lucas	1 Nov. '19	
Utah—Brigham City	5,282	o Feb., '18	2	C. O. Roskelley	1 Feb., '18	2,400
Virginia—Bedford .	4,500	o Apr., '20	1	C. T. Venable	1 May '20	3,800
Blackstone ....	2,000	C June, '14	1	R. B. Stone	1 June '14	1,500
Bristol .....	6,729	C Sept., '19	1	R. W. Rigsby	1 Sept. '19	3,000
Charlottesville	10,688	o Aug., '13	3	Shelton S. Fife	1 Sept. '18	2,400
Farmville .....	4,000	o Sept., '15	2	Leslie Fogus	1 Sept. '17	1,400
Fredericksburg	5,882	o Sept., '12	2	L. J. Houston, Jr.	1 Oct. '18	3,600
Hampton .....	8,000	C Sept., '20				
Lyneburg ....	29,956	C Sept., '20				
Newport News	35,596	C Oct., '20				

STATE	CITY	POPULATION PLAN	IN EFFECT NO.	NAME	CITIES	MANAGER APPOINTED	SALARY
Norfolk .....	115,777	C Sept., '18	1	C. E. Ashburner	3 Sept.	'18	12,000
Petersburg ....	25,000	C Sept., '20					
Portsmouth ....	80,000	C Jan., '17	2	W. B. Bates	1 Aug.	'17	5,000
Roanoke .....	50,942	C Sept., '18	1	W. P. Hunter	1 Sept.	'18	4,800
Staunton .....	10,617	*o Jan., '08	2	S. D. Holsinger	1 Jan.	'11	2,000
Suffolk .....	9,123	C Sept., '19	1	R. H. Brinkley	1 Oct.	'19	3,000
Warrenton ....	3,000	o Mch., '20	1	L. M. Clarkson	1 Mch.	'20	1,800
Winchester ...	6,883	o May, '16	2	Thos. J. Trier	1 Sept.	'18	2,000
Vt.—Springfield ...	8,000	o Apr., '20	1	John B. Wright	1 Apr.	'20	3,600
W. Va.—Charleston	39,608	C May, '15	4	Bonner H. Hill	1 May	'19	4,500
Wheeling ....	54,322	C July, '17	2	Chas. O. Ephlin	1 June	'19	8,000
<b>CANADA</b>							
N. B.—Edmunston .	o Feb., '20	1	L. L. Theriault	1 Feb.	'20	3,000	
Woodstock ....	4,000	o June, '19	1	R. F. Armstrong	1 June	'19	3,000
P. Q.—Grand'Mere	o Mch., '20	1	Henry Ortiz	1 Mch.	'20		
Westmount .....	18,260	C Apr., '13	1	Geo. W. Thompson	1 Apr.	'13	

\*N. B. Commission manager charter effective September 1920

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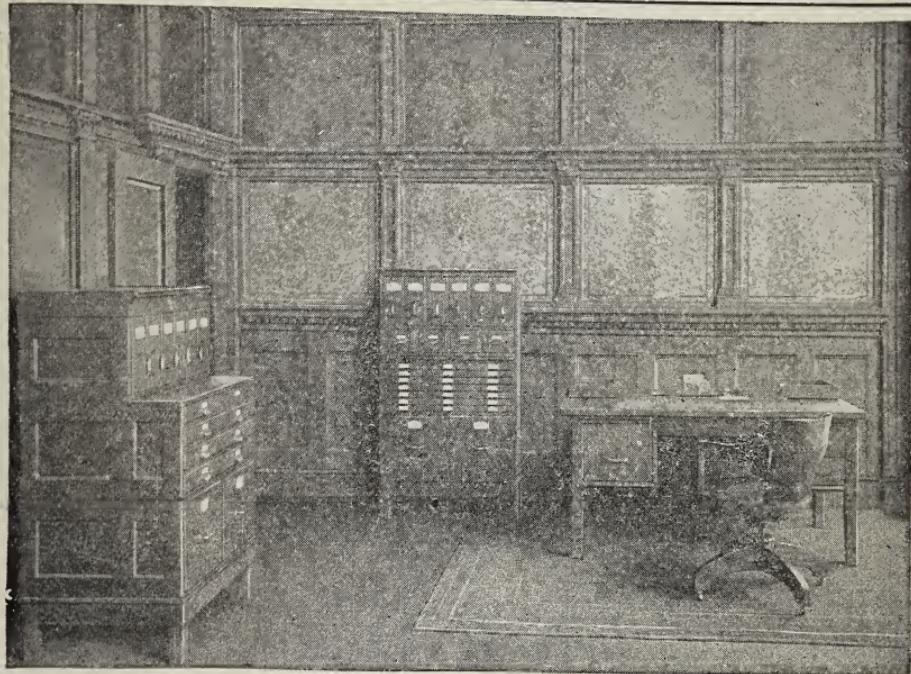
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New York	Pittsburg	Washington	Los Angeles
Boston	Atlanta	Denver	San Francisco
Chicago	Dallas	Minneapolis	Portland
Canadian Factory—Toronto, Ont.			

# Buying Wild

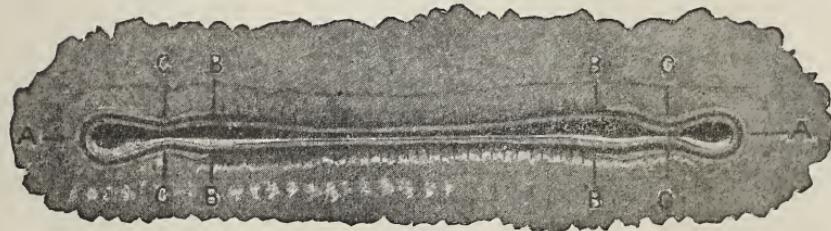
Many of the purchasing agents of our railroads and industries have been buying fire hose "WILD" without using one bit of their gray matter.

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## The reason

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Curves do not injure the rubber.

Send for our booklet "How to Judge Fire Hose." It will take three minutes to read it. See if we are right by investigating the hose in your Department.

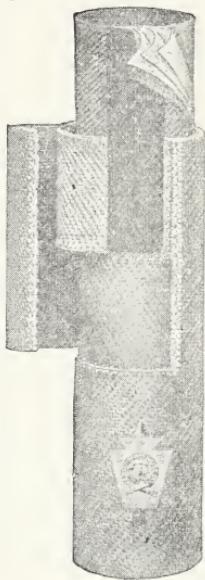
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Seven plants running exclusively on Pav-  
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*Preserves Roads  
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THE season of 1918 was one of exceptional difficulty, due to war-time conditions, but Tarvia Service was "on the job" every minute.

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Mr. Brown says:

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"I assure you that your efforts in our behalf are appreciated as we were able to keep our pavements in good serviceable condition despite the fact that they were subjected to unusually heavy traffic."

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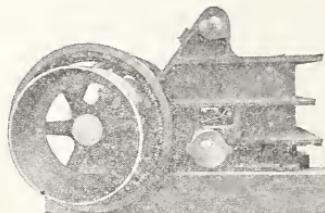
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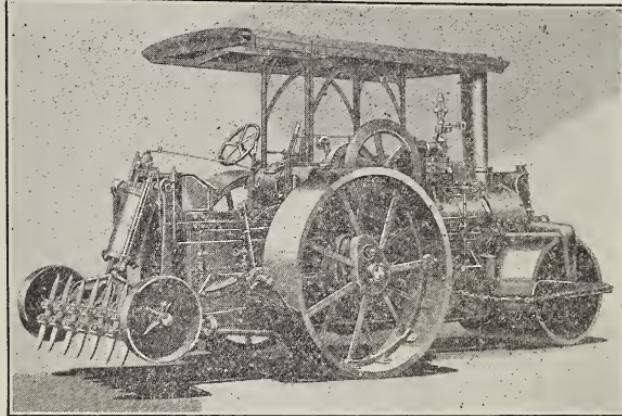
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FACTORY IN BOSTON

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We have developed a  
Patented Pressure Cylinder Steam Scarifier  
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A great time and money saver for your  
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MADE ONLY BY

**Buffalo-Springfield Roller Co.**  
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WORLD'S LARGEST MAKERS  
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Steam, Gasoline and Kerosene Rollers



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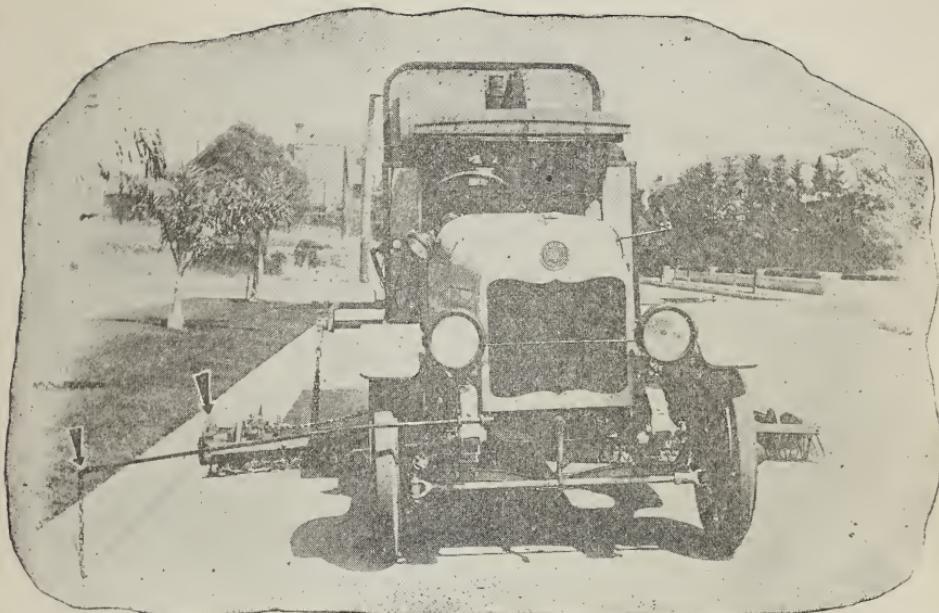
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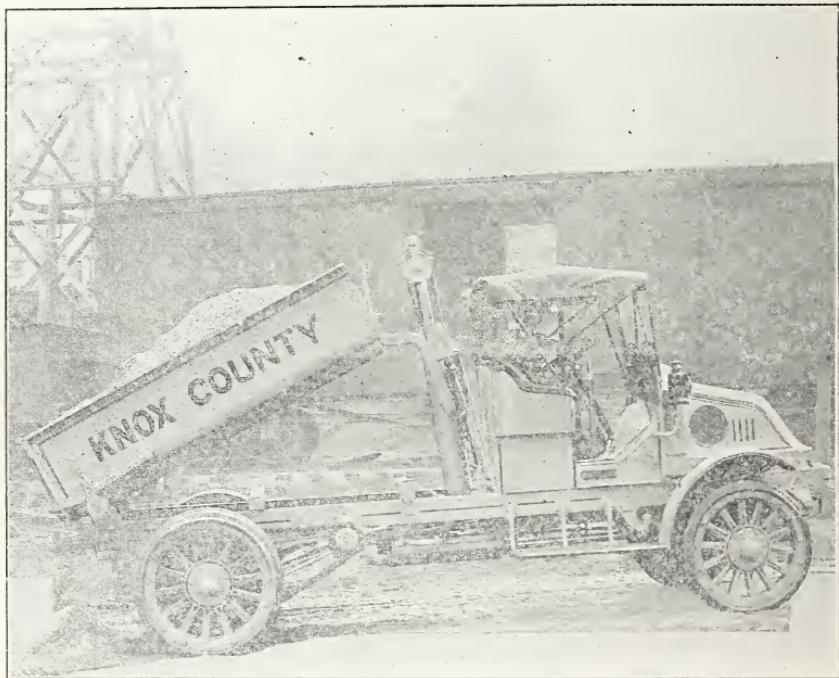
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In a clean and sanitary manner, safe-guarding the health of the City.

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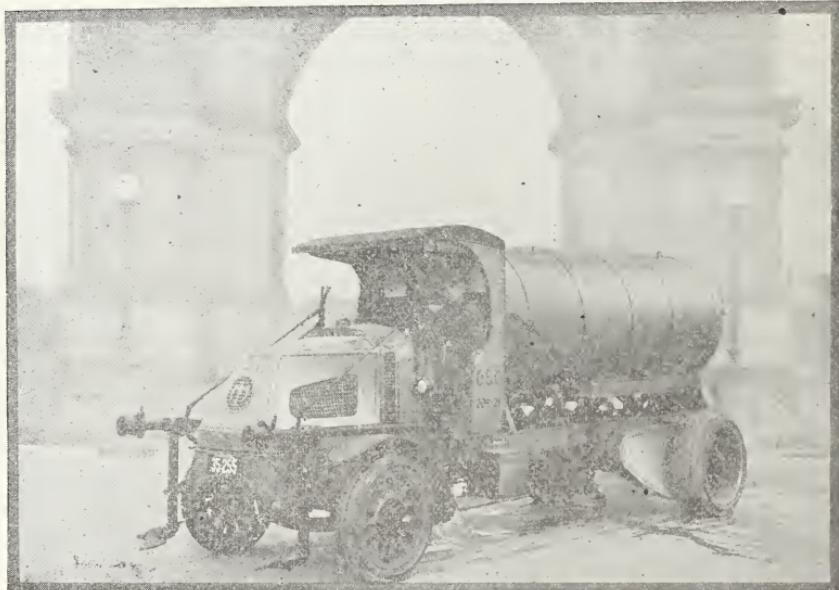
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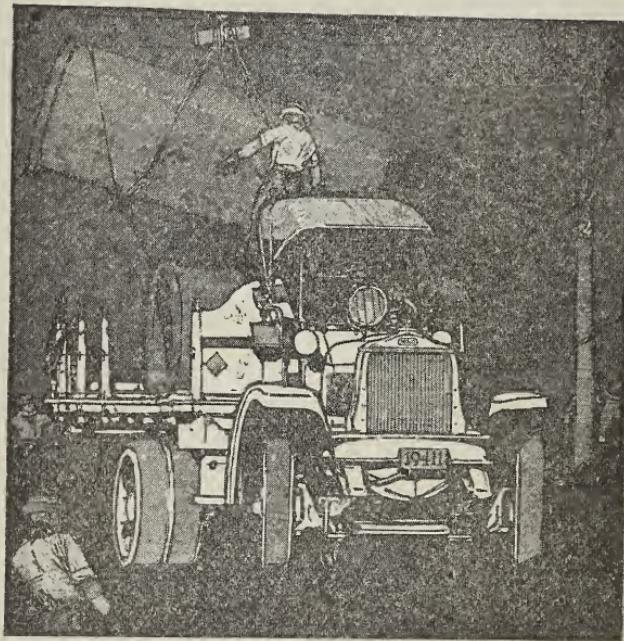
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We manufacture Mack City Service Trucks, Hose Wagons, Combination Chemical and Hose, Triple Combination Equipment, Motor Pumping Engines, Flushers, Sprinklers, Road Oilers, Dump Trucks, for garbage disposal, etc.

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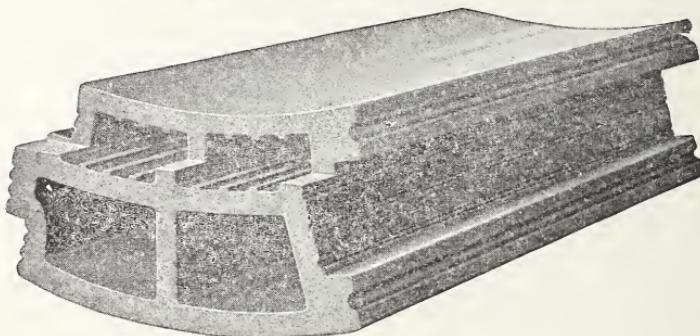
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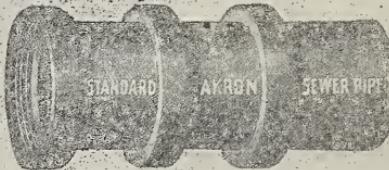
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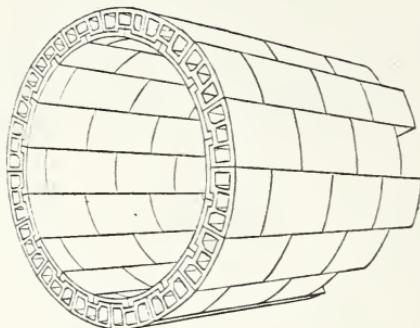
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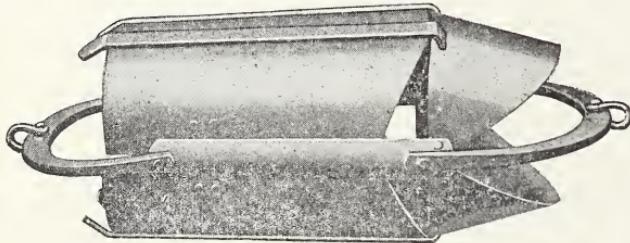
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THAT IS RELIABLE UNDER ALL CONDITIONS

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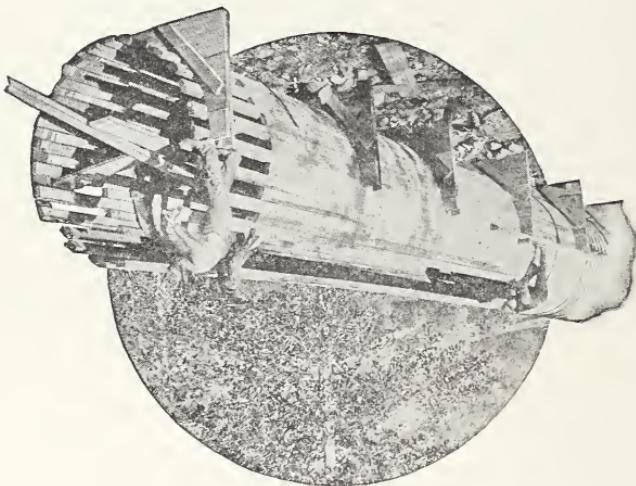
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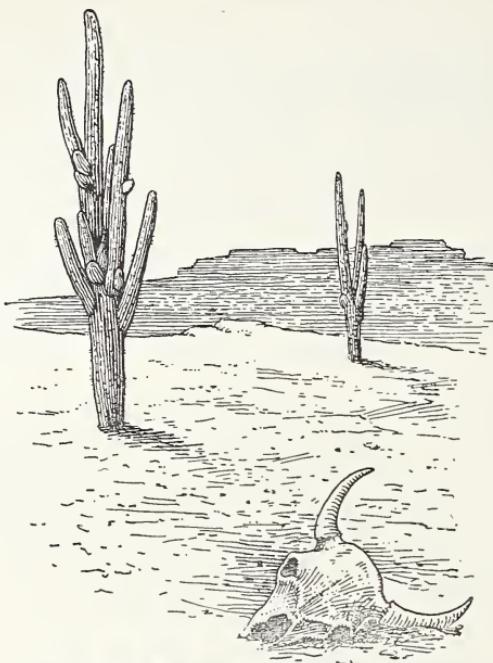
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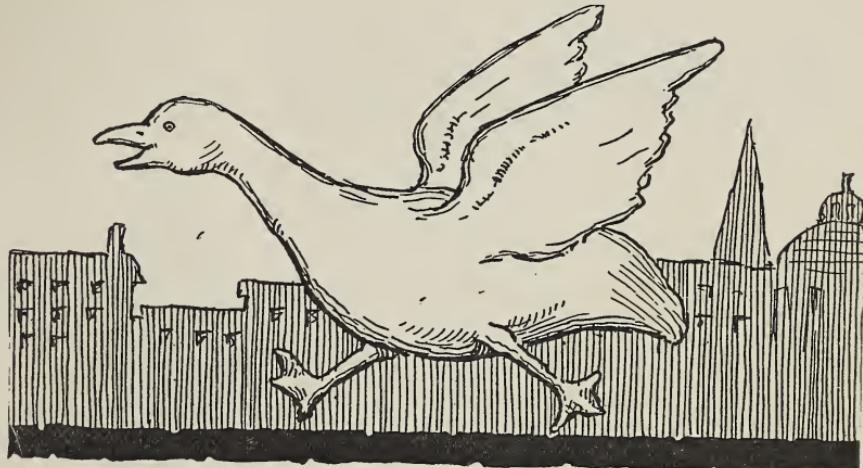
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has a record of 250 years of uninterrupted service underground, under pressure.

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Manufacturers of

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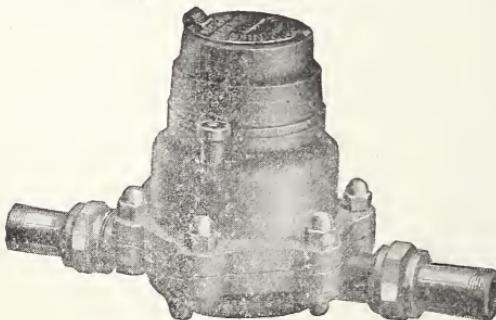
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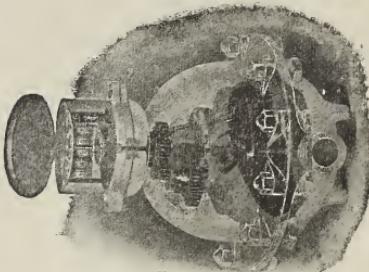
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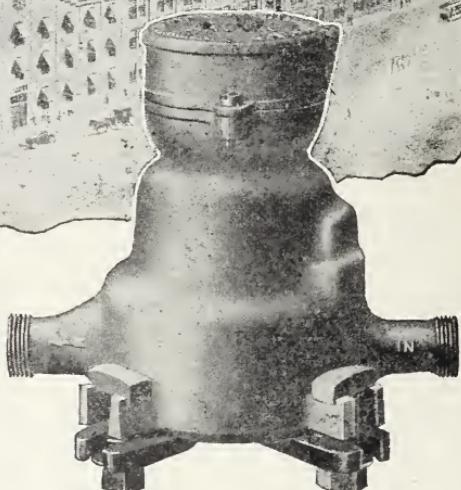


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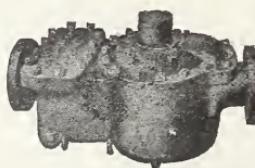
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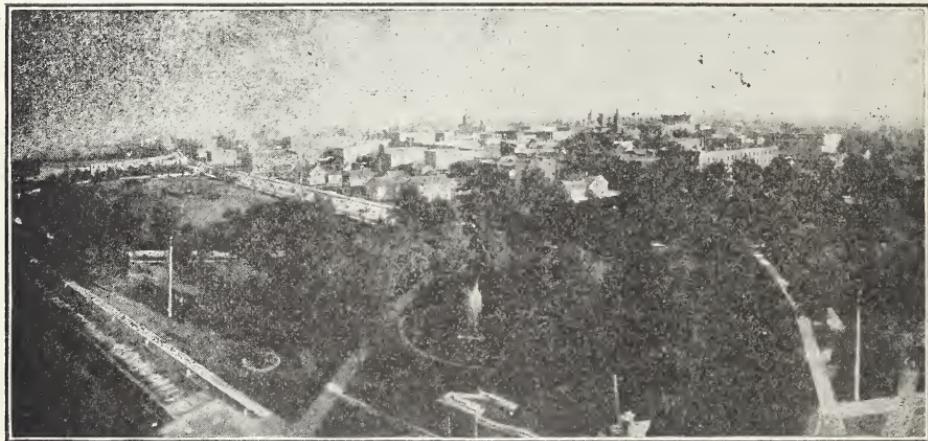
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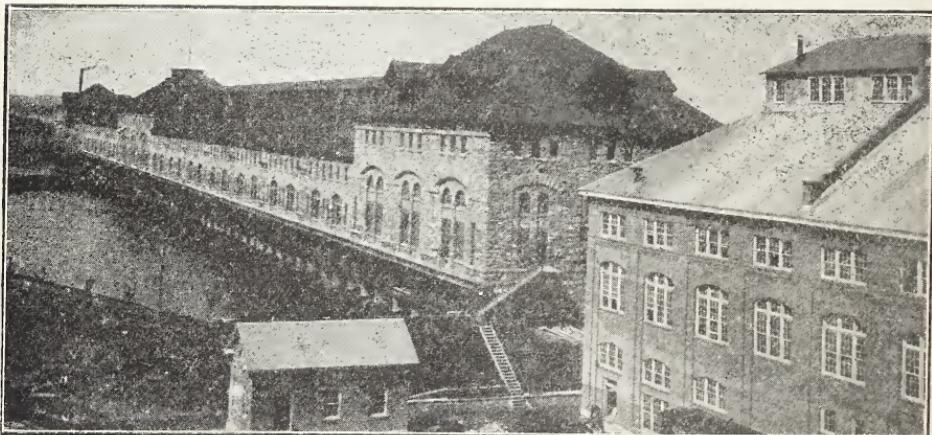
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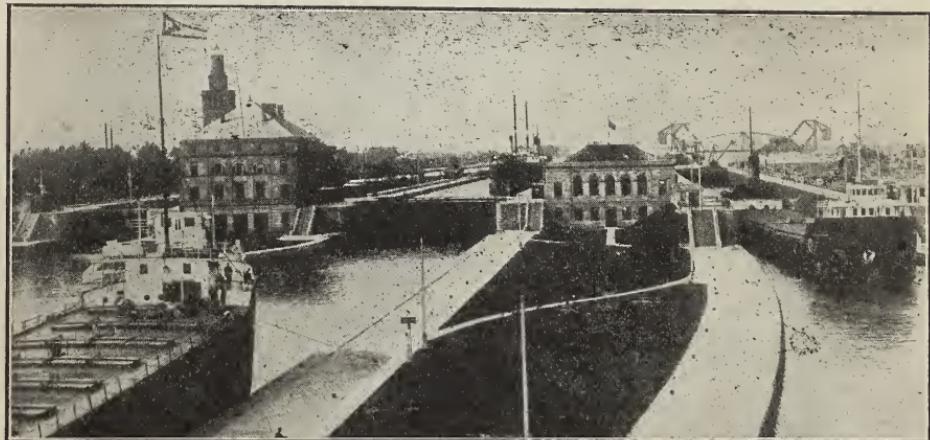
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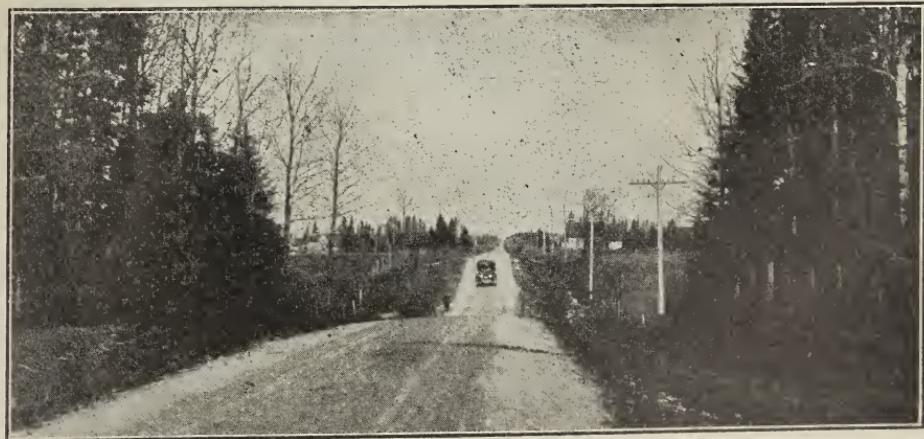
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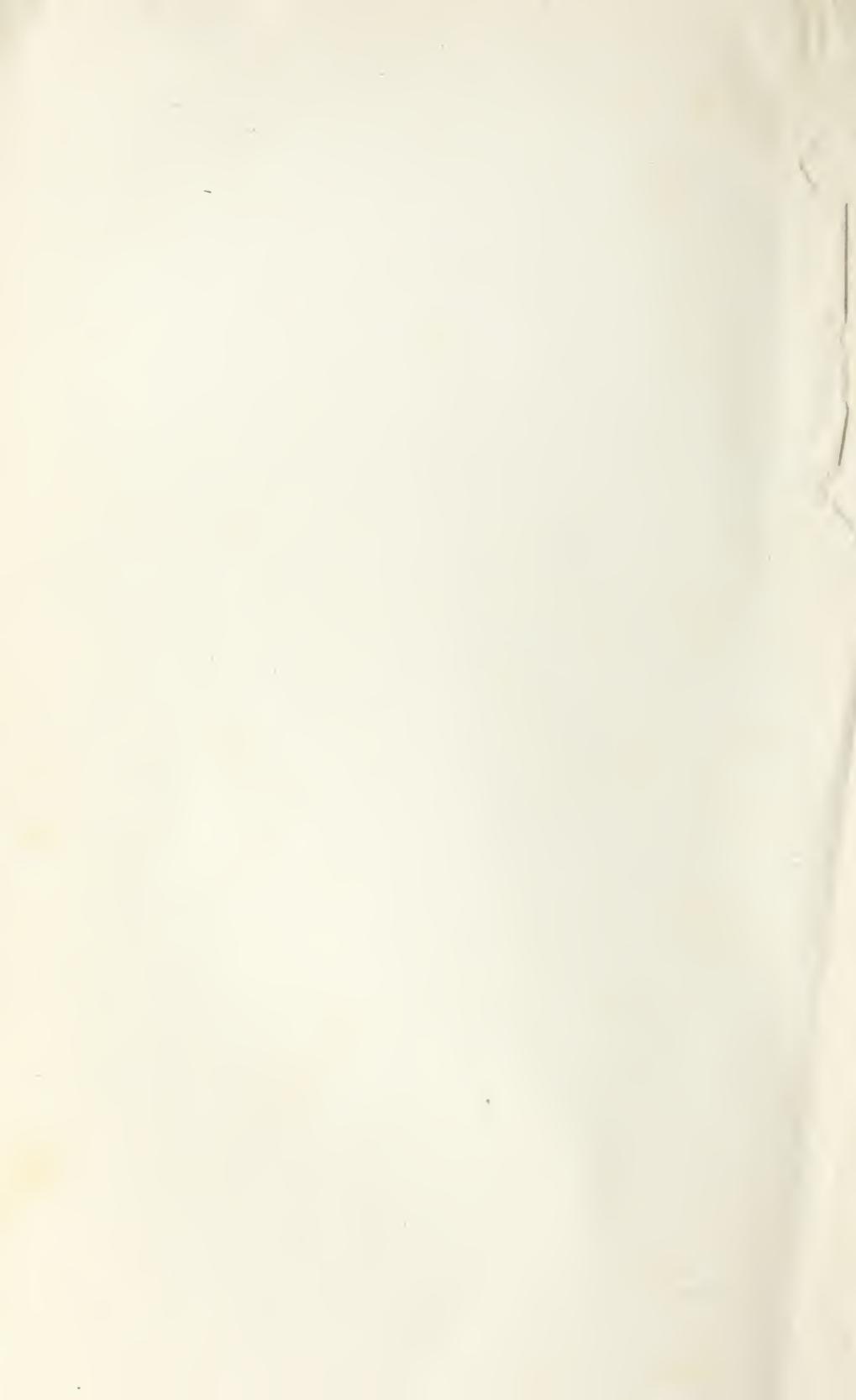
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